

TOWARDS INTEGRATED HUMAN DEVELOPMENT



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TOWARDS INTEGRATED HUMAN DEVELOPMENT

(Report on CARITAS INDIA Silver Jubilee Research Project)

By

**P. RAMACHANDRAN
M.A. COUTINHO**

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1989 .

HUMAN DEVELOPMENT
INTEGRATED
TOWARDS

(Report of CARITAS INDIA Silver Jubilee Research Project)

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PAGE

CORRIGENDUM

Contents 4

Change EMPHIRICIAL TO EMPIRICAL

5 line 3*

Add the following as a footnote

"One of the primary functions of Caritas India is to process applications from applicants in India to Aid Agencies abroad for financial assistance, to undertake projects for the upliftment of the poor irrespective of caste, creed or race, to route funds to these applicants and demand an accountability of the usage of funds for the stated purpose. Henceforth, the term "Caritas India Funds", "Caritas India Funding", "Caritas India Assistance", and other similar terms refer to the above process.

5 para 2 line 5 Change spelling GOMEN to Oomen

14 para 3 line 8 between the words "factor" and "or goal", add: analysis and it was seen that 18 resolved themselves into six major factors

21 para 2 line 1 change "even as" to "given".

48 table 3.1 under heading Amount change "N" to "Rs".

49 table 3.2 " " " " "N" to "Rs"

54 table 3.5 change in Welfare 35 to 36
change in development 10 to 11

56 table 3.7 under heading Amount change "No" to "Rs"

58 table 3.9 table title, delete "/Funds."

69 Title change EMPHIRICAL to EMPIRICAL

108 chart draw clockwise arrows between items.



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FOREWORD

Routine facilitates the performance of certain activities but it also introduces boredom and brings about mediocrity in actions as it blunts critical outlook. In social and developmental work routine and standardization serve as hindrances towards the real development of people. Critical evaluation of development practices always help the social activists to learn from experience and move ahead. Thus Caritas India while celebrating its Silver Jubilee felt the urge of critically looking into its practices of the past 25 years.

Such a task could be entrusted only to someone who has been in this process of critically evaluating social practices. While looking for competent persons we could not find anyone better qualified than Prof. P. Ramachandran of Tata Institute of Social Sciences in Bombay. When approached he graciously accepted this critical evaluatory research to be conducted on an all India basis in spite of his busy schedule. Caritas India is very grateful for his acceptance of this big responsibility.

Prof. P. Ramachandran planned his research in stages and meticulously executed every step. To help this process there was also an advisory committee formed and Mr. Rudy Lobo contributed very much with his expertise and long years of experience in developmental work. As this research was on an all India Basis we needed a senior Research Officer and Mr. Maurice Coutinho fitted aptly into this job and did a marvellous work.

All these efforts finally bore fruit and the research report came out on time. I have read the research report over and over again and found it very thought-provoking. The research report, as the readers could vouch, is the proof of the competence of Prof. P. Ramachandran and his collaborators.

Caritas India is very thankful to Prof. P. Ramachandran and all those actively involved in making the research a success. This research is a first step in the sincere search of Caritas in the direction of being relevant in the field of development. In social and development work it is the poor who form the main basis. If we have to consider them as subjects we should be able to help them restructure their lives and destiny by bringing about a social transformation. Caritas India must take bold steps in that direction. This research is a milestone in that direction as it points out that seeds of such steps are historically sown and that Caritas must contemplate more earnestly in going ahead in this direction.

While being grateful to all our human partners who helped us in this endeavour we also thank specially Asia Partnership for Human Development for financing this endeavour and made this research a reality. We do not want to forget the fact that God is the author of history and He has been guiding the history of Caritas India. We are profoundly grateful to God for having taken Caritas India as His partners in recreating or remaking the history of the poor to build a more just society.

Fr. Yvon Ambroise
Executive Director

PREFACE

The celebration of the Silver Jubilee of Caritas India in 1987 launched the research project, on which this report is based. It was concerned with two primary questions: Was Caritas India's assistance being used in a meaningful manner with an impact on people's lives and whether Caritas India associated itself with projects that reflected its own vision, thrust and objectives? The vision that Caritas India has opted for is the thrust towards Integrated Human Development. Operationally it would mean that the organisation lay the foundation, provide the appropriate environment, encourage voluntary organisations-both church related and other secular non-christian organisations to undertake programmes and specific projects which could help the poorest of the poor among the 800 millions in India to realise their hopes of a better to-morrow, to move from the state of dependency in which they are placed because of their abject poverty to a position of independence by organising themselves through appropriate leadership, forming people's organisations to decide their own destiny, and in course of time to form linkages with other people's organisations across the nation. All these actions in successive steps would lead inevitably to the goal of integrated human development enveloping people of all religions and castes, irrespective of status and rank.

Given that Caritas India has dedicated itself to the development thrust it is but natural that the study should adopt a strategy that would be consistent with this thrust. In other words an attempt has been made to ascertain whether and to what extent the projects which have been funded by the organisation during its third phase of growth (the development phase as it is now called, 1983—86) have subscribed to this thrust, and equally, if not more important, have these projects laid the foundation and built the infrastructure for the formation of people's organisation and subsequent achievement of human development.

This study has taken the stipulated two and a half years to be completed. It was started in June 1987 and completed in December 1989. In fact the major findings and tentative recommendations were presented in person by the team to the Governing Board of Caritas India at its meeting held at Pilar, Goa from 10th to 12th December 1989.

The study, being an all India project, was essentially a joint venture of three major interest groups: (a) The Executive Director, and the Assistant Executive Director of Caritas India, the Consultants to Caritas India and the Caritas Regional Officers. (b) The large number of people who were interviewed from all over India and this included 316 projects-in-charge, 5518 beneficiaries, and 1220 non-beneficiaries and, (c) The Research Team, including the Honorary Research Director, Senior Research Officer, Field investigators, data coders, machine operators and other technical and Administrative Staff. .

All efforts to successfully execute this massive study would have been in vain but for the wholehearted encouragement and counsel that the project obtained from Rev. Fr. Y. Ambroise, Executive Director, Caritas India and Mr. Rudy Lobo, Consultant to Caritas India who formed the project Advisory Committee. This Committee was expanded later by co-opting Rev. Fr. Ivan Joseph, Assistant Executive Director of Caritas India. They spared no effort and time to guide us at every stage of the project and spent a number of days discussing the various nuances of the Project, reviewing and critically commenting on the various idea drafts of the different chapters of the Report. No words are adequate to thank them for all the support and valuable guidance on the project. I would fail in my duty if I did not place on record the fact that the 'high points' in this report is their contribution and I alone assume responsibility for the short comings that are sprinkled across the report as a result of my inability to translate into written matter all their suggestions.

To the Staff of Caritas India—both Central Officers and Regional Officers the project owes quite a bit for its success. The former were highly co-operative and painstaking in feeding the project with voluminous records and reports. The latter with great ability and unhesitatingly, undertook the gigantic task of planning the field data collection operations and supervising the band of enthusiastic young Research Investigators. And they did their jobs in the stipulated few months despite the heavy odds and their pressing regular duties.

Nearer home, was the band of young and enthusiastic workers who took on the heavy task of coding the large number of interview schedules and/or entering the data into computers. The tasks were taken on with cheer and speed and a high degree of accuracy. I am thankful to them for their contribution to the project.

I should also thank the authorities of Tata Institute of Social Sciences for permitting me to undertake this study on behalf of Caritas India and to Ms. Maveen Soares for having prepared the first draft of Chapter two of the report.

I should now state that all the encouragement, guidance and assistance that I had mentioned above, could not have borne final fruit but for the partnership of one person who has most ably worked day and night with me through most of the project. Mr. Maurice Coutinho as my colleague and Senior Research Officer on the project has through his active involvement in every step of the project, done much more than the traditional 'yeomen service' for the study. We spent many a day and night and many an hour, sometimes at one of our homes, sometimes even when I was a patient undergoing an eye surgery discussing back and forth the various aspects of the study, and especially after our meetings with the Advisory Committee the implications of their suggestions and criticisms. He, more than me, had to bear the brunt of working out detailed plans for the massive data collection operations, train the field staff, counsel the Caritas Regional Officers and bear the brunt of supervising the team of office staff who did all the data coding and computer processing and analysis. It was he who burnt the 'midnight oil' reworking on the computer the large number of tasks, especially after they were 'lost' due-

to power failures, corruption of the data, etc. We have also worked hard and fast on the large number of idea draft reports in order that we may do full justice to the confidence reposed in us by Caritas India. For all this and more I have a special word of thanks to my colleague Maurice, for the wonderful partnership which has been one of the most rewarding aspects of this exercise.

As I complete this record of acknowledgements, I have reserved for the last, not because it was the last sequence of events, but because it has been the most rewarding for any researcher, my acknowledgement of gratitude to the Governing Board of Caritas India, and especially its most encouraging Chairman His Grace Archbishop Leobard, Archbishop of Nagpur. He, along with his colleagues on the Board, reposed great confidence in me when they invited me to take over the honorary directorship of this massive project. The Board continued to extend its encouragement through the study, and was kind enough to give Maurice and me the time to present to it our major findings and tentative recommendations, as stated earlier. More than all this is the encouragement that we got when we were advised by the Chairman that the Board had decided to accept our recommendations and that we should present our findings and recommendations to the Standing Committee of the Catholic Bishops' Conference of India on April 18, 1990. To say the least this support is more than one can ask for under normal circumstances when dealing with most sponsors of projects. We thank then for this gesture of confidence and support.

Tata Institute of Social Sciences
Deonar, Bombay 400 088.

December 31, 1989.

P. Ramachandran
(Reserach Consultant to Caritas
India, & Hon. Research Director
Caritas India Silver Jubilee
Reserach Project.)

CHAPTER ONE

THE RESEARCH AND PROCEDURES

I. BACKGROUND

Since its establishment in 1962, Caritas India had made no attempt to critically study the working of the Organisation with particular reference to projects that it had funded.* More specifically, no efforts were made to review the nature of projects that were funded and whether these projects were in consonance with the objectives of Caritas India.

In the year of its Silver Jubilee 1986-87, the Governing Board of Caritas India appointed a Committee to prepare a research proposal for its consideration and approval. On the 20th of February 1987 a Committee consisting of Rev. Fr. Y. Ambroise, then Assistant Director of Caritas India (as convener), Drs. Victor D'souza and T.K. Gomen, Mr. Rudy Lobo and Prof. P. Ramachandran (Caritas India Research Consultant) met in Bombay to discuss and draft the research proposal.

Subsequently, Rev. Fr. Ambroise and Prof. P. Ramachandran prepared the final research plan for submission to the Governing Board. The project was approved by the Governing Board in April 1987 and work on the research study started in June 1987.

II. OBJECTIVES OF THE RESEARCH

The specific objectives of the research, undertaken in three phases, were as follows :

1. To trace, in the first phase, the history of Caritas India from its inception in 1962 to the Silver Jubilee Year 1986.
2. To ascertain, in the second phase, through an analysis of the seven thousand odd projects that were funded by Caritas India during the 25 years, the extent to which these projects and their funding reflected the changing thrusts of the organisation during the period.
3. To undertake, in the third phase, an empirical study of projects funded between 1983 and 1986 in order to elicit information on the purpose of the projects, their inputs, the target groups, as well as the profiles of the projects-in-charge, beneficiaries and non-beneficiaries.

Though the above was the limited mandate for the research project, the research Advisory Committee, after critically reviewing the idea draft reports that were prepared on the first and the second phases, decided that it would be useful to extend the scope of the empirical study in order to explore the extent to which these projects and specifically the respondent groups were in consonance with the development thrust of Caritas India. Hence the following three sub objectives were added to ascertain :

- a) Whether and to what extent the projects had created conditions for people to move from a position of being mere recipients to a situation wherein they could contribute, and hence participate, in one way or the other, in the projects.
 - b) The nature and extent of benefits and achievements of the projects with particular reference to the creation of people's organisation in the communities catered to by the projects.
 - c) The extent to which the projects had fulfilled their purpose, and future plans for the projects.
4. In the light of the findings with respect to objectives 1 to 3 above to make appropriate recommendations to Caritas India to further its work towards the fulfilment of its vision of achieving integrated human development.

Each of the objectives, and the components within them, have been clarified in the following paragraphs. The clarifications include the listing of information collected from appropriate sources.

III. DATA AND SOURCES

A. History of Caritas India

The purpose in tracing the history of Caritas India was to map the changes in the aims and objectives of the organisation over time, and in the context of the change in its name from Catholic Charities of India to Caritas India, revisions in aims and objectives as documented in its Memorandum of Association of 1967, 1972, 1974 and 1983, as well as the reflections of those in charge of the organisation over the years.

In order to draw out the dynamics of the organisation's growth and development various documents of Caritas India, including the minutes of the meetings of the Governing Board and the Standing Committee and annual reports and occasional bulletins, experiences and impressions of some of the "living witnesses" who were closely associated with Caritas India have been brought to bear in this review. Thus, this exercise has helped in the identification of the major landmarks in the life of this young organisation and the probable factors which led to the creation of the landmarks and their consequences.

B. Trend study

In the context of the historical growth and development of Caritas India during its first 25 years, the authorities were concerned with the question of whether the funding of projects was in consonance with the changing aims and objectives of Caritas India. To this end, it was decided to undertake an analysis of all projects which were funded by Caritas India between 1962 when it was established and 1986 which marked the beginning of its Silver Jubilee Year.

The following were the specific questions raised for the analysis :

1. What was the trend in funding, in terms of the primary categories of projects viz. Relief and Rehabilitation, Welfare, Productive and Development?
2. What amounts were sanctioned for each category of projects?
3. What were the regionwise differences, if any, in funding of projects?

The trend analysis was undertaken by gathering appropriate information from the project files of Caritas India. Since relevant information on the projects funded between 1962 to 1983 was extremely limited on account of the reorganisation of the filing system of Caritas India, it was not possible to obtain all the rich data which would have otherwise been available for the study. Hence the only items of information that could be elicited about each project were :

- a) the year in which the project was funded;
- b) the diocese in which the project was located;
- c) the primary and secondary category of the project as classified by Caritas India;
- d) the quantum of funds sanctioned for the project.

Relevant data for the trend study were called out from the project files and fed into the computer and analysed.

It would be useful at this point to make a reference to the content and quality of information that was screened from the records.

First, there seemed to be quite some differences between the applicants version of the project applied for, and the Pre-funding Department's resume of the application submitted to the Project Selection Committee. Fortunately, this was not true of the majority of projects.

Secondly, there was a difference between the classification of projects according to primary sector or sub sector categorization made by Caritas India and the classification by the projects-in-charge themselves. This difference too did not exceed 20 percent.

Thirdly, it would seem from the files that there is quite some scope for coordinating the working of the Pre-funding and Post-funding Departments and particularly

their relationship to the Project Selection Committee. There seemed to be no communication/feed back from the Post-funding Department to the Project Selection Committee on the outcome of projects that had been funded.

C. Sample study

1. Data and Sources

Both primary and secondary sources were tapped for the empirical study. The secondary source was the files of the sample projects to obtain preliminary data about the projects eg. the classification of projects according to the primary sectors in which these were located, name and address of the project-in-charge, the purpose for which the funds were granted and the Caritas India Regional Officers' assessment of the projects.

The primary sources were the projects-in-charge, the beneficiaries and the non-beneficiaries. The data obtained from each of the three primary sources are now specified.

a) Projects-in-charge

i. Personal Data

- demographic characteristics: sex and age.
- preparation for social work : training for and experience in social work.
- value orientations: level of consciousness, approach to development projects, thrust towards human development.

ii. The Current Project

- purpose of project
- utilization and maintenance of items obtained through Caritas India funds for the project.

iii. Outputs and Outcome of project.

Outputs pertain to :

- Perception of the extent to which the people had become associated with the project beyond the "recipient status", i.e whether the beneficiaries had contributed in some way towards the projects. Such contributions would be considered by some to amount to people's participation in projects, and so are referred to as such hereafter. The items that constitute people's participation in this research are their contributions by way of :

labour,
material in kind,
money,
gathering relevant information for the project,
organising people,
contacting officials and agencies, and
contributing ideas.

Outcome pertains to :

- formation of people's organisation.
- fulfilment of objectives of project

iv. *Future of projects*

- long term purpose of projects and
- future plans for the project.

v. *Image of*

- Caritas India and
- Regional officers.

b) *The People*

For the purpose of this study, the people in the community in which the project was undertaken were divided into two groups

- beneficiaries i.e. those who were directly associated with the project, and
- non-beneficiaries, being those who were not associated with the project.

The term 'respondents' has been used in the study to refer to all three groups i.e. projects-in-charge, beneficiaries and non-beneficiaries.

Coming back to the people, some items of information were collected from both groups and other items differed according to their status.

i) Identical information was obtained from both groups on their :

- demographic characteristics : sex, age, education, caste,
- economic conditions : housing, land holdings, occupation, income, savings, indebtedness.
- value orientations : level of consciousness, level of commitment to developmental work, approach to development.

- perception of extent to which peoples' organisation had been formed in the community.
- ii) Beneficiaries were also asked to specify
 - benefits that the people in general and they themselves had derived from the project.
 - extent of people's and their own participation in the project as spelt out earlier in respect of the Project-in-charge perception of people's contribution/participation
 - fulfillment of project objectives
- iii) Non-beneficiaries were asked :
 - their reasons for non participation in the project
 - their willingness to join projects in the future
 - their assessment of the benefits that people had derived from the project

2. Methodology

a. Method of Data Collection

Three interview schedules were drafted, one each for the projects-in-charge, the beneficiaries and the non-beneficiaries. The drafts went through a number of revisions, and, after pretesting, the final interview schedule was evolved for each respondent group. For the convenience of handling the schedules, the schedule for the project-in-charge was printed on light blue paper, the beneficiaries schedule on white, and for the non-beneficiaries schedule was on yellow paper.

b. Selection of Sample

i) Projects

All relief and rehabilitation projects and those constituting infrastructure facilities were deleted from the list of projects funded by Caritas India during the period 1983 to 1986. From the remaining projects one out of every three was selected by systematic sampling with a random start. Thus 341 projects, from a total of 1023, were selected for study. Of these 341, a total of 25 could not be covered because of one or other of the following reasons

- non-localisation of the projects eg. project was for animation of students from different places. Hence neither project-in-charge nor beneficiaries could be traced and or contacted without incurring heavy expenditure.

- transfer of the project-in-charge,
- non co-operation by the project-in-charge,
- premature closure of the project,
- local disturbances,
- temporary migration of the people for employment purpose, and
- reluctance on the part of the people to be interviewed.

ii) *Respondents*

The Project-in-charge was the person responsible for the day-to-day duties and work relating to the project. As many as 316 persons were interviewed in their capacity as Project-in-charge.

The Beneficiaries were those who directly benefitted from the project. Though attempts were made to select beneficiaries from the list maintained in the project office, it was found that in practice a large number of projects either did not maintain such a list or did not have an upto date list. Therefore, it was necessary to resort to quota sampling. It was decided to select 20 beneficiaries of each project in such a manner that they were geographically distributed and dispersed in different parts of the project area. This was done in order to avoid selection of a cluster of homogenous beneficiaries.

Beneficiaries were not available for all the 316 projects. Thus, against a target of 6820 a total of 5518 beneficiaries, collectively representing 304 projects, were interviewed.

Five non-beneficiaries per project were selected in a manner similar to the procedure for the selection of beneficiaries. A total of 1220 non-beneficiaries, representing 254 projects, were interviewed for the study.

3. Field Work

a. *Selection and Training of Staff*

For the purpose of data collection, all nine Caritas India Regional Officers were appointed as honorary supervisors with the task of recruiting field investigators and supervising their field work for the sample survey. Collectively, the Regional Officers recruited a total of 27 investigators.

A six day training programme was organised in Hyderabad in February 1989, for the supervisors and investigators. At the beginning of the training they were instructed about the objectives of the survey, the sample design and method of data collection. They were then acquainted with the questions in each of the three

interview schedules and doubts on the meaning, wording and sequence of questions were clarified.

The participants were then instructed to conduct "mock" interviews among themselves to enable them to get "a good feel" of the interview schedules and to pinpoint problems that they may face during the actual interviews. Following the "mock" interviews a class session was conducted to clarify doubts, and to resolve difficulties they had faced during the "mock" interviews.

The next step in the training programme was to send out the supervisors and their investigators into the field. For this purpose some projects which were not included in the main sample and were within half a day's travelling time from Hyderabad were selected and the trainees were sent to them to conduct interviews. Following this exposure experience, a final class session was held to sort out any problem that the interviewers and their supervisors had faced. On completion of the formal training, the supervisors and investigators were instructed to translate the interview schedules into their respective regional languages.

b. Problems in Data Collection

Some of the problems faced by the investigators were :

- non co-operation from the project-in-charge and the people,
- non availability of respondents during the period the field staff was in the community for data collection;
- project-in-charge was not fully informed of the project because he/she had recently taken charge. In such cases attempts were made to trace the previous project-in-charge ;
- a number of people, both beneficiaries and non-beneficiaries, were diffident about responding to the questions.

4. Data Processing and Analysis

The large volume of data collection from the 316 projects-in-charge, 5518 beneficiaries and 1220 non-beneficiaries were coded, computer processed and analysed by a team of coders and data entry operators.

A number of indices were computed to facilitate meaningful analysis of data, especially for application of advanced and predictive statistics. Before the list of indices is given, it would be useful to describe the general procedure that was adopted for scoring the responses, computing total scores—maximum and obtained, and the classification of respondents, according to the scores obtained by them into one of four exclusive categories.

The different indices have been computed on the basis of responses to a battery of questions which make up the item being analysed as a composite component.

The first step in the preparation of an index was to take each question in the relevant battery of questions, list the relevant responses and arrange the responses in an ascending order of appropriateness or correctness with respect to the question. Having done this, the second step was to allot score points to each response, starting with zero for an "irrelevant / don't know" response or even a negative answer (e.g. not at all). The next higher response (eg. yes, to some extent or just yes) was given one point. Thus as the number of responses increased in "appropriateness" the points awarded also increased. For each question there was a minimum and maximum score.

The third step was to bring together all the related questions and compute for all the questions taken together the minimum and maximum scores for the battery. This resultant distribution was then divided into four equal parts of 25 percent each, with the lowest 25 percent of the maximum score labelled as "low", the next 25 percent (26 to 50 percent) "moderate", the next higher labelled as "high", and the top 25 percent "very high".

The indices that were computed are listed below along with the maximum scores and information on the repondent group to which they applied.

Index	Max.	PICs	Ben.	Non-Ben.
a. <i>Value Orientation</i>				
i) Consciousness	27	Yes	Yes	Yes
ii) Commitment to human development	8	No	Yes	Yes
iii) Approach to development	2	Yes	Yes	Yes
iv) Development Thrust	(see below)	Yes	No	No
b. <i>Programme Benefits</i>				
i) Basic Amenities	8	No	Yes	No
ii) Educational	10	No	Yes	No
iii) Health	28	No	Yes	No
iv) Economic	32	No	Yes	No

Index		Max.	PICs	Ben.	Non-Ben.
v)	Social	7	No	Yes	No
	<i>Outputs</i>				
i)	People's participation (contributions)	14	Yes	Yes	No
ii)	People's organisation	12	Yes	Yes	No

iv) *Development Thrust*

Before leaving this topic it would be useful to describe in greater detail the specific procedure that had to be adopted to compute the development thrust index which applies to only the projects-in-charge. Another reason for a separate procedure is that it involved the use of advanced statistical techniques. Initially a total of 20 statements pertaining to the probable goals of projects for communities were presented to the projects-in-charge and they were required to indicate whether and to what extent they agreed with each statement. Subsequently the 20 statements were subjected to factor or goals of community projects. Two statements did not figure in the final list. These are :

- to ensure that all persons have a secure and adequate livelihood
- to give the impression that the organisation is doing something for the poor

The six goals along with the statements that constitute each goal are given below :

1) Project Goal : Assistance to People

- to give material help to people
- to provide financial aid.

2) Project Goal : Means to an End

- to gain entry into the community
- to gain the confidence of the people
- to enable people to discover their resources

3) Project Goal : Welfare

- to rehabilitate handicapped / destitutes
- to promote formal education

- to organise vocational training / services
- to organise relief & rehabilitation works.

4) Project Goal : Commitment to People

- to use one's skill of the betterment of others
- to take part in rallies / demonstrations / protests.

5) Project Goal : Organise People

- to organise people to determine their own growth
- to enable people to discover the resources within themselves
- to heighten the awareness & critical ability of people
- to enable people to achieve economic self-reliance.

6) Project Goal : Humanise people

- to love all human beings
- to promote a healthy environment

These six goals were further scrutinised and factor analysed and they resolved themselves into two major thrusts viz. development oriented and welfare oriented thrusts. Thus the two thrusts with their respective goals are as follows :

Development Oriented :

- (1) Organise People.
- (2) Humanise people.

Welfare Oriented :

- (1) Welfare.
- (2) Means to an End.
- (3) Assistance to People.
- (4) Commitment to People.

Finally, discriminant analysis was undertaken to determine the predictability of the projects-in-charge on the basis of their select characteristics.

5. Presentation of Report

This report consists of five Chapters.

- Chapter One "THE RESEARCH AND PROCEDURES" has been presented in the foregoing pages.
- Chapter Two "DOWN THE CORRIDORS OF TIME", presents a critical study of the history of Caritas as an organisation.
- Chapter Three "HISTORICAL EVIDENCE", discusses the findings based on the trend analysis of all projects funded by Caritas India between 1962 to 1986.
- Chapter Four "EMPIRICAL EVIDENCE", presents the findings based on an analysis of voluminous empirical data on the profiles of the projects, the projects-in-charge, the beneficiaries and the non-beneficiaries; the value orientations of the respondents, and the outputs and outcome of the projects, laying specific emphasis on people's participation, emergence of people's organisation, long term purpose and future plans for the project.
- Chapter Five: "TOWARDS INTEGRATED HUMAN DEVELOPMENT", highlights the major findings and conclusions and offers a series of recommendations, for favourable consideration and implementation by the sponsors of the research.

CHAPTER TWO

DOWN THE CORRIDORS OF TIME

1. INTRODUCTION

The history of an organisation can be written in one or two ways. It can be a chronological narration, emphasising the landmarks of growth and development. Alternately it can be an interpretation of events attempting to show the interplay of forces at micro-macro levels and their linkages. It would then be the author's interpretation of events. This report opts for the latter.

Again when unfolding the history of an organisation like Caritas India one could emphasise or concentrate on the events from the perspective of the organisation itself. The other approach would be to look at the organisation from the perspective of the poor and the organisation's relation to it. Thirdly any organisation will have members who represent different perspectives. These may invariably lead to certain tensions and conflicts. In turn these may contribute to consequent changes resulting from the synthesis of differential perspectives. Thus, history may also be viewed from this aspect of conflict and resolution. The perspective adopted here is the third one.

One could narrate history in a forward moving context i.e. how it evolved over time. Or one could look at history from the vantage point of today and ascertain the events that transpired to make it what it is today, i.e. how it evolved and emerged to become what it stands for today.

Given the alternative paths and choices, it would be useful to stipulate at the outset that the perspective within which the history of Caritas India has been reviewed is from the stand point of TODAY. More specifically, it traces how Caritas India has come to be what it is today.

2. CARITAS INDIA TODAY

Today Caritas India's thrust is towards development, leading to social transformation in society, and ultimately to the achievement of a just society wherein one enjoys integrated human development. Today, Caritas India in Paulo Freirian terminology, is in the stage of BECOMING SUBJECT. For, as one acts one also becomes. Action is not static but dynamic and so in the process of acting one also becomes what one is acting out. This stage corresponds with what Caritas India has been attempting to imbibe in people through diocesan representatives.

What is this BECOMING? How has Caritas India arrived at this state of becoming? To come to this state of BECOMING SUBJECT it must have passed through the phase of ACTING AS SUBJECT. And to reach that phase it may have started at the initial beginning point of being an OBJECT.

So in the fitness of things, having in mind what Caritas India has become today as we see it—let us go back down the corridors of time to trace the organisation's movement from OBJECT to BECOMING SUBJECT.

3. Phase one : Caritas India as object (1962-1976)

By definition to be an 'Object' would mean to be used and manipulated. Hence, the object does not possess, reflect or develop a thinking, reflecting, acting process. It responds to external stimuli. It does not initiate action, it only responds.

In a sweeping observation we would tend to postulate that Caritas India was indeed cast in the mould of an object. To support this observation that the organisation was being used merely for disbursing funds it would be useful, in fact very necessary, that we go back to the origins of Caritas India.

"The Conference (CBCI) approves the creation of a "CATHOLIC CHARITIES ORGANISATION" under the auspices of the CBCI and requests the Standing Committee to take up the necessary steps for its establishment as soon as possible".

With the above significant statement the Catholic Bishops' Conference of India (CBCI) at its Quinquennial Meeting held from September 28th to 2nd October 1960 declared its decision to establish its "action arm" and name it Catholic Charities India (CCI). The CCI started working from 1st October 1962 with an Executive Director assisted by 73 Diocesan Directors.

This infant organisation was formally registered as a Society under the Societies Registration Act XXI of 1860 (Punjab Amendment Act of 1957), and thenceforth its destiny was guided by a Governing Board consisting of just one lay person and six Bishops including the Executive Director.

From the outset, as a national organisation mandated by the Indian Hierarchy,—the CCI was affiliated as a member of CARITAS INTERNATIONALIS in Rome. The starting of the CCI was not a matter of happenstance, a whim of the CBCI, or a chance suggestion by one of its members. The late fifties was a period of uncertainty for the Church in India. Efforts were on the country to curb, through the introduction of a Private Member's Bill—the NYOGI Bill—the entry of foreign missionaries into India, as well as, in 1954 in the Indian Parliament by implication, the receipt of foreign funds for Church related work in India. Hence, the Church had to prepare itself for alternate avenues with indigenous personnel, structures and finance. At this time one of the major sources of support to the Catholic

Church was the Catholic Relief Services (CRS). In view of the changing climate in India, it was felt that the CRS too, in course of time, may be required to wind up its activities.

Hence, it was the view of some who were deeply concerned with the situation that the time was ripe for starting a counterpart organisation which could continue the work of the CRS by mobilising local resources. They discussed this possibility with the Standing Committee of the CBCI. The Committee in turn presented the idea at the earlier reported meeting of the CBCI in 1960. The action, as we now know, was the decision to set up Catholic Charities India.

The main aim of the CCI was "to alleviate human suffering and misery and to better the living conditions of the underprivileged". The two aims in fact formed the first two objectives of CCI when it was registered in 1967 as a society. The functional list of objectives as given in the Memorandum of Association of 1967 is reproduced below. The objectives that have been excluded pertain to property.

1. Alleviating human misery, suffering and bettering living conditions.
2. To perform works of charity.
3. To distribute gift supplies.
4. To co-ordinate charitable works of various catholic welfare and charitable agencies.
5. To promote schemes/projects to meet specific needs and long term benefits.
6. To seek material aid and financial assistance for all types of people and projects.
7. To launch campaigns within the country to lessen dependence on foreign aid.
8. To study, promote, advance and protect the interests of the poor.
9. To promote among all people a spirit of national pride and civic sense.
10. To channelise the energies of people towards constructive national work.
11. To assist in formulating/promoting national/international policies to bring relief to people and to collaborate and co-operate with Government and other agencies in the country and abroad for the same.
12. To take necessary steps for the fulfilment of the above objectives: fund raising fetes, meetings, conferences etc.

What did the objectives imply from a functional view point? While answering this question it is necessary to keep in mind two facts: the first is that one of the important forces to start the CCI was the CRS which was primarily concerned with relief and rehabilitation work. The CRS was playing an important role in India because the country, being slightly under developed, had a large population in search of means to fulfill its basic needs—food, clothes and shelter. Added to this, India was quite often and regularly afflicted by drought and floods.

famine and malnutrition. Hence, it should not be surprising that the infant organisation sought to confine its function to being a charity organisation, helping out with relief services. It should, therefore, also not come as a surprise that these intentions were enshrined in the objective statements of the organisation.

To an extent, the aims of "performing work of charity" and alleviating human misery and bettering living conditions" reflect the "First-aid curative" approach to problems of development, relief, welfare etc. The objectives were directed towards taking necessary steps to acquire material and financial assistance. Although there are indicators that an attempt was made to provide an ideological basis for the projects in some of the objectives (i.e. to study promote, advance and protect the interest of the poor) they did not seem to have the required weightage. In fact, such an approach tends to maintain the "status quo" wherein people continue to be dependent on the generosity and magnanimity of those who provide aid. They continue to remain "objects" to be manipulated by others, thus eroding their self-image and self-respect. That the CCI was essentially charity oriented will be evident when it is pointed out that as part of the indigenisation process, CCI also initiated the mobilisation of local funds in each diocese during the lenten period of the Church, called the "Lenten Campaign against hunger and disease". This was in conformity with the expected Christian virtue of 'Charity' wherein as religious obligations, Christians are expected to give away a part of their income to the poor. This would be called "The specimen" approach where the degree of involvement does not go beyond the "feeling sorry" level. Under this campaign, 40 percent of the mobilised funds was to be given to the National Centre, while 60 percent could be used by the Dioceses which made the collection.

Reflections on the presentation upto this point may give the impression that Caritas India was preoccupied exclusively with doling out charity funds for emergency relief and subsequent rehabilitation of the victims, and also in supporting infrastructural facilities for welfare and the provision of welfare services. Such an inference, to say the least, would be most "uncharitable" to Caritas India.

Hence, it would be worthwhile to stop for a moment and view the world situation with respect to development for people. In keeping with the national community development programme which was geared towards building up appropriate provisions for agrarian and industrial development, Caritas India too joined the national effort.

From a practical viewpoint it funded a number of productive projects for agricultural improvement, strengthening animal husbandry, encouraging income-generating schemes and cottage industries as well as training-cum-production projects. In fact by the early sixties it was quoted as the best means for Community Development and Caritas India contributed its mite in this sphere.

However, by the latter half of the sixties, the community development programme did not seem to produce the desired results in that it did not draw on the potential of the people for whose benefit it was started. Participation of people

in the development process was coming to be the key component for the success of any development effort. Charity or free aid was being frowned upon as it tended to diminish the dignity of the human person, as it robbed the person of initiative, self-effort and self-reliance, which are the key elements of People's participation in the development process. It was strongly felt that decision-making on the type and extent of development the people wanted, the resources needed to be utilised by the same, and who should be part of it must be transferred to the people themselves. It would seem that Caritas India was seized of the 'new thinking' and decided to respond to the prevailing views about the role of voluntary agencies in ushering the development perspectives. So it decided to respond by changing its name. The reason for the decision to change the name was probably also due in a large measure to satisfy public opinion. The Church was perhaps not yet convinced of the need for the involvement of people in the development process and that charity would only lead to more dependency on the 'source' of bounties. Whatever be the reason, in 1969 the CBCI approved the recommendation that the CCI be renamed as Caritas India.

This was followed by the amendment of its Constitution in 1972, the objectives of 1967 being retained in their entirety. Thus it again confirms that the change in name did not imply a change in its objectives. It would seem that Caritas India was re-affirming its adherence to the charity model of welfare work.

The question that can now be raised is : even as the community development model that was then propagated as a means to move people from a state of mere recipients and beneficiaries to a position of becoming co-workers and partners in their own upliftment, why did Caritas India remain at the level of "doling out charity"? In a nutshell one sees that Caritas India, in a manner of speaking, and from its own perspective and understanding of the reality under which it was formed, found itself placed in the centre of strains and tensions of life of the poorest of the poor. As a Church Organisation, interpreting the Church's role as responding to requests for the minimum basic needs, it had to be charitable and dole out funds to feed the millions. In fact it was so taken up with meeting physical and material demands from the different dioceses for their emergency relief and rehabilitation works that Caritas India did not seem to see the need or face the prospects of having to move to a different plane of activity. They were primarily concerned with assisting projects that were in the nature of relief and rehabilitation and in meeting the necessities of life. Caritas India was thus kept busy and active, receiving applications from Diocesan Directors and responding by approving funds for relief and rehabilitation projects; occasionally providing funds for institutional services for the handicapped—social, physical and mental; and funds for small income generation projects.

Despite it being an object, and given the fact that Caritas India was being run by human beings who were not altogether divorced from reality or living in total isolation from the world around them, it became inevitable that some thoughts, some ideas and some preliminary foundations for reviewing and reflecting on its

"object" status were latent in Caritas India. Also, we know from today's vantage point that Caritas India did not remain an OBJECT but moved out of that position and inched its way towards the position of becoming SUBJECT. What led to this move? Obviously it was not due to one single factor. There were some byproducts of human pressure and activity involved. This may have laid the foundation and provided the impetus to move from a position of Object to that of Subject.

What were the factors that triggered this latent capacity? Where did these factors originate and in what way did they arouse Caritas India to move, to want to reflect? One can attribute the impetus for this change to more than one source. Though it may be difficult to pinpoint each source and identify its specific contribution, yet we must locate the change in the larger context of what was happening in the world, in India, and in Caritas India itself. These, individually and collectively, constituted the critical feed-back and message that the organisation was receiving—that charity alone was not sufficient and one had to go deeper and beyond to reach man.

What were the major sources that would have permeated and inspired Caritas India to move out of its object state? One can identify in a definitive way the following :

1. The influence of Vatican II decisions and recommendations.
2. The Encyclical *Populorum Progressio* presented by Pope Paul VI in 1967
3. The rethinking on the community development model.
4. The starting in different countries in Europe of an organisation for the channelling of the Lenten Campaign funds and the distribution of a good part of the campaign funds to India and other underdeveloped countries, and the starting of a similar campaign in India.
5. The association, interaction and involvement of Caritas India with other sister organisations in India and abroad resulting in its being exposed to a new reading, interpretation and understanding of reality and ways of responding to it.
6. The Latin American experience; the Paulo Freirian thinking and the increasing use of social analysis as a tool for analysing society thereby increasing the consciousness of injustice prevalent in society.
7. The growing dissatisfaction with the traditional charity model as an inadequate response to injustice—of well placed men and nations against poorly placed people who formed the vast majority of the world and in third world countries.
8. The establishment of the Project Selection Committee in 1973 with persons of competence and expertise being invited to participate in the scrutiny and selection of meaningful projects for financial support.

Rather than try to identify the contribution that was made by each of the above and other multiplicity of sources let us begin to pick out the main features of the inputs which will make it evident that the transition of Caritas India from Object to Subject was not just an arbitrary fanciful change but an emerging and maturing process as a result of the organisation confronting reality—sometimes consciously, many a times intuitively.

At about this time, the national perspective of Caritas India was being influenced by the international understanding of mankind. The most important source of influence can be traced to the "radiation" effect of the deliberations that took place at the II Vatican Council and the subsequent reflections and deliberations on the implications for integrated human development. Thus, the perception of development as a result of these deliberations, coupled with the disappointment at the outcome of community development projects laid the foundations for a subtle shift in the thinking on the concept of development from the material and the tangible to the non-material and the intangible, from the physical to the human. Simultaneously the whole issue of social justice was also taking on added significance and becoming a dominant theme for reflection especially in the context of the development debate. It is not surprising that as a consequence a number of action groups came into being and paved the way for what later on came to be associated with "alternate development". The ramifications of the social justice debate within the Church can in all probability be seen as the stimulus for the emergence of the theology of liberation.

At about the same time in Europe, the Lenten Campaign took roots and was established as an annual feature for fund raising. The primary aim of the Lenten Campaign was that its funds be used for development work in under developed countries, meaning that people should be the primary focus, that awareness about the reality in which they lived should be raised, and so on. In India this was linked with the Justice and Peace cell of CBCI which in turn delegated the task of utilization of these funds to Caritas India. Thus the thinking among the Western funding agencies, Caritas India and other institutions tended towards a developmental orientation—but not at the expense of the traditional charity welfare role.

Almost parallel to this, but in quite a different manner, the Naxalities paved the way for action groups and these shook up society by radically questioning the type of process that was taking place in Society. But the methodology of the action groups differed from that of the Naxalites for whom it was the gun. Action groups, on the other hand were able to inject a new way of looking at and remoulding society. It was at this time too that the work of Paulo Freire (1972) became well known and the concept of adult education, bringing awareness of people to build a new society, came into vogue.

The spread of Marxian analysis was raising the question, "who profits from all these development efforts?" and was exposing the mechanism of exploitation by the rich of the poor. The Naxalites movement, active from 1968 to 1971, shook the conscience of the rich to the point that they realised that they could not reign

in an unquestionable manner in Indian Society. All this did contribute to initiate a process of rethinking in the Church. Members working within and without Caritas began participating in seminars on Social Justice, studying the development crisis and reflecting on their own role.

In this climate of intellectual turmoil, the pertinent question was: What constituted charity and what was development? The sharp lines of differences between Development and Charity got reinforced. The fact that Caritas India seemed to have asked itself this question and manifested this posture of query and response, is a manifestation of its transition from a state of Object to one of Subject.

Thus seeds of a new development concept were being firmly sown, entrenched and used, and an organisation like Caritas India, which till then was basically charity/welfare oriented, now started inching towards development. In the final analysis the development norms slowly and steadily crept into Caritas India.

But Caritas India acted with caution—yet alert all the same to the flashes and flood of ideas each vying to give birth to a new order of social action. Caritas India was also cautious because it did not and could not accept uncritically Marxian Analysis as a tool for discerning reality.

Despite these winds that were blowing from different directions, one word that would describe Caritas India at this stage in 1973 would be that it manifested the typical characteristic of an "OBJECT". It was operating as an object because it was essentially responding to requests for funds. It had no initiative. In fact a critical review of the early documents of Caritas India reveal that there was practically no discussions in the meetings of its Governing Board or the Standing Committee about what it was and should be doing—what it should include, what influence it must exert or radiate at regional and diocesan levels.

This is probably because during this period Caritas India was overwhelmed with just one task—it was channelising funds for charity and welfare work. It was getting over-burdened with the mundane task of receiving applications for funds. It therefore needed a better or more effective machinery—the applications were many; the decision makers were too few to be efficient in their task of channelising funds. It was almost the exclusive privilege of the Executive Director, assisted by his senior officers, to receive applications, scrutinise them and approve the funding and channelise the funds. Apart from the fact that this concentration of power or responsibility in the hands of one official, the probable failure for any reason whatsoever in fulfilling all demands for funds, could have led the Governing Board to take a decision that could be labelled a "landmark" in the history of Caritas India.

The decision was to set up a Projects Selection Committee. In fact 1973 could be identified as a turning point in the history of Caritas India—the first concrete step in the direction of BECOMING SUBJECT. Like the proverbial leaf Caritas India was also set for a sea-change. The manner of changes which were to follow could not be pushed back or contained.

The idea for a PSC was put up for discussion only at the 7th Governing Board meeting on 17th—18th January 1973, where it was stated that "although, at present, justice is being done in the consideration of appeals and project applications, justice must actually be seen to be done". The discussion was on the need to include in the P.S.C. persons of competence. The matter was again taken up at length at the 8th Governing Board meeting on 28th May 1973, which discussed the criteria and method for selecting persons to serve on this Committee, and nominated a Study Group to pursue the matter in greater detail. It took the Church a full year to finally decide on the composition of the Project Selection Committee (PSC). The January 1974 General Meeting of the CBCI approved the PSC. The PSC gave, for the first time, a representation to the Bishops' Regional Councils. It was not long before the PSC, and hence Caritas India, laid the foundations to become more relevant to the people and the nation.

Thus Caritas India also brought into its orbit, members with wide exposure to developmental activity. Most of the members were from outside of Caritas India. Collectively they had wide experience and exposure to developmental work and were from the field of development. The officers of Caritas India in turn, as members of the Committees of other sister organisations were confronted with Development projects.

In a nutshell, Caritas India showed signs of responding to external ideas by initiating development projects. It moved from its traditional time-tested position of being a passive distributor of funds for charity—welfare works, from a position of being respondent to applications, to a new position of becoming actively involved in the development thrust through the training of animators who could then be posted to the northern dioceses. The north was selected because of the dawning realisation that something had to be done in that region.

Thus its response was to conduct development oriented animation courses. Literature of Caritas India (particularly the SEVA VANI Bulletin) featured several articles on Social Justice beginning from March 1973 as a result of the first meeting of the Commission for Development, Justice and Peace in May 1972. This does indicate that a reflection process had commenced within the Church organisation. This was the period when the influence of the Vatican Council II had opened the doors for pluralistic theology and thinking and had its influence in the world from 1965 onwards in a gradual way. As evident in articles, the issue of social justice was very strongly emerging.

Hence one may say that the period 1972 to 1974 was a period marked by a general dissatisfaction with the role of being used as an object. There was a new mood that was in the process of being created and a growing desire to reflect and question itself. This spelt the beginning of the end of the first phase of being object to moving into the second phase of turning into subject. But it seemed that the final "push" had to come from "inside" of Caritas India as all external sources had already marshalled the arguments in favour of change. This push from within was not far away in time.

As will be shortly seen all these started bearing fruit as "new currents" were being allowed to enter and influence in a practical way the working of Caritas India.

The pressure on the Church to review and change its outlook on development needs and strategies was on and this finally did pay off. The 8th. Governing Board Meeting held on 28th May 1973 initiated discussions which brought about several important and meaningful changes. The more significant among them were !

1. The Secretary General of CBCI, was appointed to prepare new and revised rules for Caritas India with the aims of removing existing anomalies.
2. Special measures were taken to strengthen and streamline the working of Caritas India, with the following additions
 - i) Constitution of a Finance Advisory Committee to advise Caritas India in all matters related to finance, budget preparation, internal auditing, investments and financial records.
 - ii) Constitution of the post of Deputy Executive Director to assist the Executive Director.
 - iii) Constitution of an Appointment Committee of six members to be able to recruit better personnel to strengthen the work of Caritas India.
3. Another important measure relates to the tightening of bonds between Caritas India and the CBCI, by stating clearly that the former has been established under the auspices of the CBCI as its official agency for relief and development with the following aims :
 - i) to help others, especially local people to run their own projects, even in cases of emergency relief.
 - ii) to foster and encourage the growth and establishment of Diocesan and Regional structures for integral development.
4. The Governing Body is also restructured to give representation to as many as six Bishops among a total of 12 persons, another three being lay persons.

The year 1974 was an important landmark for Caritas India because it gave itself a new Constitution. The Constitution of 1972 was essentially, from the view point of aims and objects, identical to that of 1967. What it did introduce was drastic changes in its rules and regulations. The 1974 Constitution however made some radical departures from that of 1972. Hence it would be useful to critically compare the two, and see to what extent the various influences which were exerting on Caritas India did bear fruit to the point of Caritas India committing itself to a new vision. For the purpose of analysis and comparison, we shall limit ourselves to the objectives as stated in the 1972 and 1974 Memoranda of Association.

1972 Objectives

1. Alleviating human misery suffering & bettering living conditions.
2. To perform works of charity.
3. To distribute gift supplies.
4. To Co-ordinate charitable works of various catholic welfare & charitable agencies.
5. To promote schemes/projects to meet specific needs & long term benefits.
6. To seek material aid & financial assistance for all types of people and projects.
7. To launch campaigns within the country to lessen dependence on foreign aid.
8. To study, promote, advance and protect the interests of the poor.
9. To promote among all people a spirit of national pride and civic sense.
10. To channelise the energies of people towards constructive national work

1974 Objectives

1. Integral development of all persons to individually and collectively reach fullness of growth.
2. To educate people on self-reliance, social justice & co-operation to work out a future in keeping with human dignity & destiny.
3. To launch sustained campaigns for relief & effective assistance to people affected by disasters.
4. To organise on a permanent basis infrastructures for speedy relief.
5. To organise ways & means to care for special groups : aged, destitute, handicapped. This is one of Caritas India's special concerns.
6. To devise & execute schemes, projects towards elimination of poverty and misery.
7. To distribute gift supplies to the poor.
8. To promote activities aimed at the integral development of persons & community on a co-operative basis.
9. To help communities, especially in rural areas to plan & initiate development projects.
10. To co-ordinate the works of various catholic welfare agencies.

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| <p>11. To assist in formulating/Promoting national/international policies to bring relief to people & to collaborate & co-operate with Govt. & other agencies in the country & abroad for the same.</p> <p>12. To take necessary steps for the fulfilment of the above objectives: fund raising, fetes, meetings, conferences etc.</p> | <p>11. To channelise the energies of people towards constructive national work.</p> <p>12. To assist in formulating/promoting national/inter-national policies to bring relief & increase the tempo of development.</p> <p>13. To collaborate/co-operate with Government & voluntary agencies whose objectives are the same.</p> <p>14. To assist local bodies with similar objectives to obtain available local resources, finances, personnel and technical.</p> |
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The objectives not mentioned above, but common to both and listed at the 'end, relate to property. The "rationale" behind the 1972 objectives seems to be 'charity' in the traditional sense. The 1974 objectives reflect an "ideology" that goes beyond performing "works of charity". There appears to be a systematic approach to dealing with problems relating to development, relief, welfare etc. The end results are very clearly stated as the "Integral Development" and "fulness of growth" of all persons. This can only come about when there is a clear ideological base to provide inspiration and motivation to support, and sustain the efforts to achieve the desired results. This is a long term process. The 1972 Objectives, based on "performing works of charity" and aimed at "alleviating human misery and bettering living conditions" to an extent reflects the "first aid and curative" approach, to problems of development relief, welfare, etc. Such an approach, while bringing about some immediate change does not have the factors that support long term changes. The objectives are directed towards taking necessary steps to acquire material and financial assistance to advance and protect the interests of the poor. Although attempts to provide an ideological basis for its projects are indicated in some of the objectives, they do not seem to have the required weightage as in the 1974 objectives. In fact, such an approach tends to maintain the "status quo" wherein people continue to be dependent on the generosity and magnanimity of those who provide the aid. They continue to remain "objects" to be manipulated by others, thus eroding their self-image and self-respect.

The 1974 objectives are focussed on educating, organising, coordinating and channelising towards integral development and fullness of growth of an individual on a co-operative basis. These objectives reflect a predominant "preventive and

progressive" approach. They, no doubt, may incorporate the "first aid and curative approach" of the 1972 objectives to the extent that it is well within the perspective of the long term goal, but not as an end in itself. An aspect not mentioned in the 1972 objectives but is explicitly stated in the 1974 objectives is the planning and initiating of development projects in the rural areas.

From the above comparison of the two documents it is clear that from 1974 onwards a new perspective based on new concepts of development and of the human person is reflected in the objectives. And so, 1974 could be considered the turning point in the thinking of Caritas India. For, the implementation of the 1974 objectives would take sometime and the real impact would be evident only some years later.

Thus Caritas India was in 1974 in the throes of bringing about a radical change in its vision. We see a definite change in perception from a focus on things to a focus on people and that too on the poor and the marginalised. All this as a result of the organisation :

1. itself going through a period of transformation.
2. being on the threshold of moving from object to subject and
3. becoming critically conscious of its work and that too within the structure.

It is therefore, no surprise that Caritas India shifted its concern from THINGS to PEOPLE—a transformation—the result of Vatican II and other influences—bursting out in its concern for the poor rather than the development of curative services. In other words Caritas India subscribed to the principle stated above that while it was necessary to be "caring to cure" it was more important to "dare to care" for the majority. But in reality there seemed to be some diffidence in translating the well enunciated and accepted principle into action.

In the final analysis, the first phase of being an OBJECT can be considered to have come to an end when the Standing Committee of the CBCI at its meeting of March 1976, set up a Review Committee to help Caritas implement the above stated principles and thus prepare it to face the new challenges posed by its movement from OBJECT to SUBJECT.

4 Phase Two : Caritas India acting as subject (1977—1982)

The period 1977 to 1982 has also been termed as a "Transitional" phase because the first definitive steps towards change in the thrust and vision were taken during this period. The reflections that started in the first phase continued through major parts of this second phase. Decisions had to be taken on the new course of action and many of these called for a critical review of alternate strategies. Here Caritas India was caught in the stresses and strains as it tried to concretise the transition from object to acting as subject.

The Review Committee which was set up at the end of the first phase tabled its findings in April 1977 through the Standing Committee of CBCI—It would seem that the Review Committee was seized of the various influences that were pressing

on Caritas India to move it into a position of subject. The Committee did well to not only take note of these but it went a step further by making these the building blocks for its recommendations. The recommendations in fact gave the final "push" that was necessary to enable Caritas India to change from object to subject. In other words the recommendations of the Review Committee formed the turning point as it provided for a total reorientation of the very existence of Caritas India. Aptly the report was entitled "Towards a NEW Caritas."

In order to get concrete proposals from the study, and to facilitate the implementation of the recommendations the CBCI Standing Committee appointed an Implementation Committee. The following proposals were put before the 16th meeting of the Governing Body and later approved by the Standing Committee at its meeting in April 1978. The underlying principle of the objectives of Caritas India was reiterated with a new perspective :

"The role of Caritas India is more than project administration i.e. screening and funding of projects. As the Executive arm of the CBCI to respond to the concern of the Church in matters related to development, justice and peace, it has a wider role to play. Promotional activity therefore, specially in backward areas of the country, is very much part of the work of Caritas".

(Report of the Standing Committee Meeting of April 1978).

Two facts have to be kept in mind here: First, Caritas India was already appointed as the Secretariate of the Commission for Development, Justice and Peace. This was an important factor responsible for the statement that it would carry forward the mandate implied in this into its work.

Secondly, Caritas had upto this point considered its role to be restricted to screening and funding of projects. But as already seen, the seeds of change were sown through various sources, and Caritas India personnel seemed to be of the view that its role should have a wider scope. The Review Committee strengthened and confirmed the new role.

The change that was now envisaged for Caritas India called for structural changes within the organisation to promote the new role. The Review Committee therefore made several recommendations in this regard. These are :

1. The creation of a "thinking Cell" to determine priorities from time to time on the basis of changing needs for a scientific analysis of the work, taken globally and sectorwise.
2. The creation of a Research and Analysis Department in order to indicate the direction of growth and the future development of the organisation and work.
3. Decentralization in order to involve more persons in the decision making process and thereby respond to 'felt needs' of people.
4. Departmentalization or delegation of responsibility within Caritas India.
5. Restructuring the Governing Body of Caritas India to provide for representation of every region of the country under the new decentralization policy.

The emphasis in the second recommendation is redirected towards the field and feedback for policy making. Both the recommendations were very positive indications of the decision to cater to the requirements of the people rather than those of the Church Hierarchy.

Decentralization in respect of the third recommendation meant Regionalization or setting up of autonomous Regional secretariates with freedom to set their own local need based priorities through the Regional Bishops' Council.

Looked at closely, this recommendation seems to be a very sensitive one—the Church being forced to break bonds of rigidity and reach out to lay persons and others on a secular footing. Rightly it was a difficult process, and hence, the decision was taken to implement it on a staggered basis, consisting of a time-bound plan of four years.

The fourth recommendation was yet another major change in the organisation, suggested with the objective of sharing responsibility—thereby increasing a sense of commitment and involvement among Caritas personnel. The role of coordination was left to the Executive Director.

The Governing Body examined all the suggestions and recommendations in its own 16th meeting of April 1978 and the discussions indicate a serious concern for an almost total reorganisation of Caritas India. Taking into account the consequent need for adequate caution and preparation before taking any of these gigantic steps, it recommended that :

1. A three year programme be initiated to train suitable persons at the regional/diocesan levels to promote smooth decentralization and sharing of responsibility.
2. The proposal for the setting up of the Research and Analysis Cell should be ready within a year (1979).
3. Consequent to all the above major structural changes within Caritas India, though there was a need to think of restructuring the Governing Body itself, this could wait for another two years (1980). The decision regarding the last perhaps to be doubly sure that the right persons came in at the right time to occupy the right position.

The changes in the objectives also called for a restructuring of the organisational setup in order that they optimally served the new objectives. The Standing Committee, which also met in April 1978 accepted the recommendations put forth by the Governing Body. In sum, Caritas India was being asked to act as subject i.e. a thinking, reflecting, acting organ of the Church.

This goes so far as policy making was concerned. Though nothing significant could be implemented between 1978 and 1982, yet several Development Seminars and Adult Education Training projects were organised in various dioceses of the country in order to create awareness and prepare the dioceses for the step in moving from charity and relief to development projects. The staff of Caritas India took to the new action with all seriousness to lay the foundation for the pro-

posed changes in the thrust and set about developing the training components with renewed energy.

At the same time a lot of re-thinking and reflection ensued for the next four years at all levels to reflect the social reality, the development scene and appropriate strategies. For example, the Governing Body rightly spent time reflecting on the new thrust it had projected. At its 19th meeting of April 1980, it took up the following issues :

1. The need for a common understanding of the term "Animation" which was agreed to comprise of :
 - integral human development
 - priorities according to 'felt needs'—development from below
 - 'development' and 'justice' to form the main components of all projects.
2. Need for setting up of Regional Centres for training of development workers.
3. Education of tribals and harijans to be given weightage.
4. In the area of health, 'static' projects were not to be encouraged.
5. Support for housing projects to be given only in case of emergencies.

Its 23rd. meeting on 13th July 1982 included a review of the 'Food Aid Programmes' to study the pros and cons of the Food-for-Work activities and its effects on the value system, as well as the review of the receipt and distribution of gift supplies—one of the oldest activities of Caritas India and Catholic Relief Services in India.

The Standing Committee of the CBCI also went through a similar process of reflection. It came with a Policy Paper in November 1980 which focussed on the following issues :

1. It listed in terms of priority the work to be undertaken by Caritas India.
 - a. Relief Measures.
 - b. Welfare Work
 - c. Understanding & pursuing Development in its true sense.
 - d. Furtherance of Social Justice.
2. It voted for a re-organisation of Caritas India and its role in the work of conscientization, education and the promotion of justice and development at all levels, with special focus on the following points :
 - a. ensure that work will always be done with responsible participation
 - b. training would be a priority at all levels
 - c. develop local leadership
 - d. organise people at the local level
 - e. further the task of decentralization of Caritas India
 - f. make efforts to tap internal efforts and self-help mobilization.

The CBCI realised at this point that efforts of Caritas India did not seem to get to the root causes of injustice, nor was it making any sizeable impact on the

system. Also, while Caritas India was striving towards, awareness building, funds were largely being allotted to emergency, welfare and productive projects.

At the meeting of November 1982, the Standing Committee finally directed the Governing Body to take care of the appointment and functioning of the proposed 'Thinking Cell'.

It also considered the proposals made by the Review Committee, the Implementation Committee and the Director-General of Caritas India, and made appropriate recommendations for implementation.

This second phase can thus be seen to be years of realization for all within Caritas. Concerted efforts were made at all levels to review the structure, role and functioning of the organisation. There was a growing acceptance of the need to undertake more development projects with closer involvement of the people themselves. This new thinking meant an analysis of the Indian reality vis-a-vis the Mission of the Church. It gave rise to the need for attitudinal change towards the recognition of the creative potential of people and their right to decision-making leadership. In concrete terms, this meant the acceptance that the development process entails a movement from projects designed to maintain the status quo to projects concerned with reform measures, and further on to projects which ensure structural transformation.

The evolution of the thought-processes within Caritas, very much coincided with the evolution of the concept of Development at the National as well as International levels. The concept received tremendous attention and momentum ever since World War II when most nations were preoccupied with the task of reconstructing their economies. Therefore, till the sixties, development was nothing more than economic growth. The major concern was with per capita income and gross national product. This was also the period when there was a demand for increased food production in the Third World by international development agencies and so-called developed countries. In the words of Poona Wignaraja of the UN Asian Development Institute :

"The framework that influenced the Development process in the past assumed that development was a problem of 'Developing Countries' and placed great reliance on 'economic factors'. It assumed that rapid economic growth could take place from the 'top down', if there was central planning and control of the economy, with emphasis on industrialization modernization and urbanization.

Internal capital accumulation would be assisted by inflows of foreign capital and technology. The cumulative benefits of this kind of growth in the modern sector were expected eventually either to "trickle down" automatically or at best be handed down in an administrative fashion to larger numbers who are in rural areas. Material well-being would ensure human happiness".

This strategy initially did lead to economic growth but eventually the social and economic conditions of people in the Third World declined and it was found that the strategy benefitted those who were already better off, and the large masses

of people were not even touched, and, in many cases, even harmed. The problem of underdevelopment called for a new understanding of the whole concept and method of development. Development is now seen as the opportunity to develop one's own potential, participation in decision-making, a national and cultural identity and a sense of purpose in life and work. Denis Goulet in his book "The Cruel Choice: A New Concept in the Theory of Development" places emphasis on people. He says, "Development is not a cluster of benefits 'given' to people in need, but rather a process by which a populace acquires a greater mastery over its own destiny". He further stresses that the most fundamental concern is power relations because development occurs through processes of change. These processes involve control over nature and production as well as other people. Similarly, if development goals and strategies are to reflect the value of community, members of that community must have access to decision-making.

Another development thinker, Gutierrez, advocates the definition of development as 'Liberation'. He feels that real development can only happen when people have control over resources. He conceives liberation as liberation from oppressive forces and for the full development of the human personality. This concept of liberation rather than domestication is also spelt out by Paulo Freire. For Freire, development must begin by breaking down the oppressive structures. It is through the realisation by the people of the social reality around them and an awareness of themselves as the actors, that a process of change can be started.

Thus one can see how the concept of development has undergone gradual change even in the international sphere. This has been the result of actual practice and deciding as to what works and what does not. Hence, it seems as if Caritas India too had been moving along the lines of national and international thought, though at a slower pace.

The second phase, therefore, was a very crucial phase in the life of Caritas India. It served as a moving force to push it into a qualitative new role and it tried to create structures to that effect.

5. Third phase : Caritas India becoming subject (1983 onwards).

What is this BECOMING? Looked at from the historical perspective Caritas India itself was an Object responding to requests, and not influencing in any way the applicants for funds. In turn it treated people as objects with its charity model of project funding. By the third phase it realised and started implementing the characteristics of subject. Through animation it imbued in people the need to move beyond relief and rehabilitation, welfare and self sufficiency projects. It now wanted people to become subject pushing forward the idea through developmental projects, animation seminars etc. So in the process Caritas India itself was becoming subject.

Initially Caritas India has no influence on the nature of projects that it funded. But as it started conducting seminars in the second phase—acting as subject—it began exposing potential applicants to possibilities and the need for having people oriented projects. It was able to influence though to a very limited extent the type of projects that were applied for. One would say the co-relation

between input by Caritas India and output in terms of development projects was low in the second phase but showed signs of increasing during the third phase.

How and why this came about forms the subject matter now. The third phase also called the development phase—is characterised by the culmination of the thoughts, ideas and plans into action. By now Caritas had already been in existence for two decades, had crossed many difficult bridges and was ready to take on its task with full commitment to the vision laid out for itself. The Governing Body and the Standing Committee were instrumental in putting into practice the outcome of the reflections of the previous phase. The crucial aspect of the action was to introduce the changes as statutes by way of significant amendments to the Constitution. The most important of these related to the aims which were translated as follows :

|| "to involve directly or through regional or local structures in the promotion of justice, peace and the animation and education of people at all levels for total human development". (vide Rules and Regulation Jan. 1983)

This clause is important because the Standing Committee finally affirmed its commitment towards Decentralization and Regionalization 6 years (1978) after having accepted the recommendations.

In furtherance of this, the Governing Body itself was also restructured with significant changes, including the reduction in the number of bishops and inclusion of lay persons. The Governing Body now consisted of 13 persons with three Bishops, six lay persons, two priests (including a diocesan priest for the first time), and one man and one woman religious. What is specially significant, as evident in the words of Rev. Fr. Yvon Ambroise, then Assistant Executive Director of Caritas India, lies in the fact that "the Bishops themselves made the restructuring in the CBCI's Standing Committee meeting held in January 1983 in Bombay".

The 24th. and 25th. Governing Body Meetings spent considerable time on reflections on the Decentralization programme vis-a-vis the new policies and thrust of Caritas India and took up the following issues :

1. Micro and Macro projects and resources allocations to each. The limit for projects was raised to Rs. 30,000/-.
2. Need to allocate 50% of the funds allotted to decentralization, towards human resources development—including training and non-formal education.
3. Need to encourage non-formal education projects in order to promote awareness among the weaker sections and thereby enable fuller participation of people in projects.

What took on much of the attention and initiative during the second and third phases was the Animation programme based on the new thrust and vision of Caritas India which was formulated as :

| "to create a just society based on Gospel values through a process of education and organisation of the people with

a basic belief in and respect for the intrinsic worth of man and with a clear option for the poor and the oppressed".

The new vision is the outcome of the reflections of the previous phase which helped to understand that the problem of non-development of the poor is not just because of the non-utilization of resources and low production, but it is because of the social injustice sustained by socio-economic, political and cultural forces.

The work of animation was started during the previous phase and was very much a part of the reflection process. From 1981 to 1983, 35 Diocesan Development Orientation Seminars were organised with the help of other Voluntary agencies. Besides this, to further the decentralization and regionalization policy regional set-ups were promoted through regional seminars and meetings and 31 such meetings were organised upto 1983 to share the thinking and understanding of the concept of true development. In addition, Caritas Staff participated in more than 25 meetings and consultations to study the different trends of thinking in the field and reflect on their own. Besides, the annual meetings were also converted into training projects to share experiences and understand the implications of the new thrust. As a consequence of these meetings, the project officers were redesignated as 'Caritas Regional Officers' (CRO) in order to make them fit into the role of educator in the process of animation. One could adequately summarise the pre-83 spadework on animation in the words of Y. Arockiam that the salient features were :

1. A desire for Caritas India not only to administer projects and channelise funds but to go out to the field and make those engaged in development work to think critically.
2. A shift towards people as the main base for development and not only money. Without people participating in the process, financial assistance does not achieve its purpose.
3. Development efforts among people must be sustained and followed up by local structures such as diocesan societies and regional structures.
4. Development work involves a continuous and critical process of thinking.

During phase III, Caritas took up animation work through a programme of intensive training of change agents or animators. These were called non-formal education training projects which included theory and techniques of Non-formal Education for social change. Besides these training projects, General Orientation projects on non-formal education were also conducted in several of the dioceses followed by specialised training to update the methodology.

The animation programme sought to instill the understanding of Social Analysis which was important in the process of organising people and therefore a must for any social activist committed to changing the present social order.

For quite some time it was the Marxian analysis that held sway. However, in course of time, it was found to be an inadequate tool for analysis of society as there seemed to be a lacuna since it did not take into account all relevant dimensions of reality. For instance the cultural aspect of community life was ignored

in the Marxian analysis. Hence the search for a tool of analysis that would incorporate the cultural and such other dimensions of reality was on.

Hence, the seminars were intended to acquaint the participants with Marxian analysis and to show that one had to go beyond it to understand social reality. The seminars were thus devised for persons at the helm of affairs to help them understand reality.

As more and more groups within the dioceses took up the Animation projects, many new problems cropped up. Caritas, at this point, kept track of the changes and introduced a critical component into the projects—that of an in-built annual or periodic evaluation which, according to it, helps one to understand the dynamics of the process, look at the methodologies critically, to analyse the impact critically, to update the thinking, and to accelerate one's 'involvement'. This was not only to help groups but also that Caritas itself could learn from experience.

The change within Caritas were brought about through concrete steps, totally alien to the line of activities of the previous phases. The seriousness of the Caritas staff itself comes out very sharply and in an extremely impressive manner. The Governing Body and Standing Committee were supportive of these efforts. Some of the important decisions taken were as follows :

1. Grounds were cleared to initiate a dialogue with and encourage Social Action Groups—both secular and non-secular.
2. Projects from non-catholic bodies would be accepted on the condition that a confidential report from the concerned Ecclesiastical Authority is also received.

Nevertheless, all this was not easy if one looks at the trend of thought among the members of the Standing Committee. The 24th. meeting of February 1984 brought into the open several of the fears of the members in relation to the association of Caritas India with social action groups. Serious concerns were expressed about the new vision of Caritas—particularly the use of Marxian ideology specially because members felt that Action Groups easily lose their faith dimension. The vision was found to be inadequate even to the extent of typing it as 'Semi-Pelagianism' (followers of the monk Pelagius—4th to 5th century—who denied the doctrine of Original Sin). The then Chairman of Caritas India Archbishop Henry D'souza, had to assure members that Caritas was not moving in the wrong direction and persuaded them that the animation programme would eventually diminish the amount of money required by projects because funds will be available from Government sources and from people themselves. The outcome of these discussions was an outright rejection of any programme of party political action and Caritas was not to identify itself with any party political power. On the recommendation of the Governing Body the Standing Committee also rejected the request of Caritas India to get into the area of Public Interest litigation even though Caritas felt that one of the ways in which the Church in India could promote justice among the poor is to give a new thrust and impetus to a dynamic and multi-dimensional legal aid programme in collaboration with the Government Agencies and Voluntary Organisations which were in tune with the new function of the Supreme Court to opt

to be an instrument of social justice for the poor. In the analysis the members cautioned that with the growing power of Caritas, it should not be allowed to lose its character of a church agency and the developmental wing of the CBCI.

As reported in the minutes of this meeting of the Standing Committee a debate on the same lines was also going on at the Asia level. The Extraordinary General Assembly of the Asian Partnership for Human Development (APHD) was held in Thailand from 27th November to 2nd December 1983. At this Assembly the role of the Church for social change was discussed in depth and the need to work outside church structures in order to empower the poor. However, the group seemed very vague on the concept of People's Power. While on the one hand it stressed that the church should dissociate itself completely from 'delicate' situations (involving confrontation), on the other, they reiterated the fact that since People's Power is the source of change, the projects should be geared towards people and their participation, therefore giving low priority to institutional projects.

The Standing Committee meeting of 12th December 1984 spent considerable time on the issue of 'Spirituality of Social Action and Caritas India'. Lay persons were also invited to participate and discuss in particular the contribution of action groups. What came out as an essence is that action groups are a manifestation of a deep value system—self respect of the poor, their freedom and human dignity. Efforts were made to shake the Church out of its complacency and face reality and above all to practise what it preaches. If it professes social justice, it must accept the contribution of action groups. Doubts were clarified and a cell was set up for a genuine dialogue with the action groups. The following, quoted from the minutes of the meeting, summarise in brief the discussions which approved the 'guidelines' for Caritas India :

"In all parts of the country the Church has been trying to answer to various needs of people arising out of their situation. In the recent past, due to various factors, people are becoming increasingly aware of their need to realise, in concrete, their human dignity, a sense of justice, brotherhood, etc. These aspirations and values emerging from the people at the grassroots level in various parts of the country call for a response on the part of the Church".

"One particular response indicated at this time is creating greater understanding of the initiatives and endeavours which are already at work to meet the problems and yearnings of the people. In this context Caritas India, an official organ of the CBCI should be at the service of the local churches as they translate the response of the Church into concrete action. "One form of articulating the actual response to the problems and yearnings of the people are action groups emerging in various parts of the country. Caritas India along with the local churches should discern the genuineness of these groups and take steps to understand them better and be able to guide them into full human christian perspective".

The meeting of 1984 covered the following issues :

1. The Role of the Diocesan Social Worker and the emphasis on correct vision and promotion of people's participation and people's projects.
2. The stabilization of the Promotion Department with an emphasis on training projects, Research and Analysis and preparation of educative material for the 'right' type of development.
3. The shift in the categorization of projects in keeping with the vision. Development projects were to be given priority over productive, welfare and rehabilitation projects.

The Projects Selection Committee had also proved to be instrumental in furthering the thrust and vision of the 'New Caritas'. The PSC made several important recommendations which not only supported the efforts being made by the staff but also paved the way for the further development of Caritas India. The following recommendations give an idea of the thinking of the PSC:

1. The Thrust should be expressed in concrete plans of the action.
2. Projects should be assessed on a total perspective.
3. Special criteria need to be laid down for projects in backward and under-developed dioceses.
4. Caritas needs to evolve national policies based on its experience and on situational analysis.
5. Caritas should appoint full-time development workers for the promotion of women, harijans and tribals—which should stress equal opportunities for work, equal wages, increased awareness and knowledge as well as participation in decision-making. In this connection, the PSC also recommended a special desk in the Secretariate for the Promotion of the Development of women, harijans and tribals. In addition, a full-time women development worker was suggested to work in close association with action groups.

The focus of 1985 was mainly devoted towards continuation of the training projects at various level—officers and staff, Regional Forums as well as the Diocesan level personnel. As earlier, these training projects and seminars continued to focus upon the new thrust of Caritas India, tools of Social Analysis and Analysis of the Marxian ideology. In addition educative material on the development thinking were prepared in the form of literature, slides, tapes, posters and books. A positive modification is also made as far as the themes for the 'Campaign Against Hunger and Disease' are concerned. The themes for 1985 were 'Poverty is man-made, man can unmake it' and 'Organise People to build themselves' aiming at creating awareness among the laity too.

The reflections of the Governing Body continues in a positive direction :

- It appreciated the increasing importance of the participatory process which was being progressively introduced in all kinds of projects.

- Members reiterated the need for a radical restructuring of the existing society as part of the Promotional work.
- It expressed the need for setting up of Regional Forums as part of the Decentralization/Regionalization Policy.
- The Governing Body also stressed on the promotion of lay leadership and deeper involvement in the development process. Priests and religious should perform the role of facilitators and thereby assist in the process of forming and strengthening people's organisations.
- It also focussed upon rural issues with emphasis on backward states like UP Bihar and the North East.
- Moreover, though it emphasised organisational work, it stressed that this does not pertain to party politics.
- The Body also proposed and approved a 3 month residential courses on 'Development Dynamics'.

1986 was the year when Caritas India celebrated its Silver Jubilee Year (October '86—October '87). Therefore the focus of the year was mainly on the plans for the Silver Jubilee Year.

The Governing Body accepted the theme of the celebration as being 'REDEDICATION' with respect to the new development thrust and vision. In this connection it recommended a documentation of the process and growth of the developmental models. Besides, it also recommend the following :

- That all Diocesan Directors of Social Work be helped to understand the overall development thrust.
- That development education should be taken up by the Regional set-ups
- The promotion of local resources mobilization.
- The need to clarify the role of Voluntary Agencies and importance given in the 7th Five Year Plan.
- that Regional Resource Teams need to be developed. Caritas should try to get more lay people in the Teams during the Silver Jubilee Year.
- That a process of critical and scientific review should be initiated during the Silver Jubilee Year, by qualified persons on a 'contact' basis.

The Silver Jubilee Celebration focussed on the following :

- Backward states of Orissa, Bihar, and Rajasthan.
- Strengthening of Regional Forums.
- Efforts to initiate lobbying at the Government level in consultation with other voluntary agencies.
- National consultations with grassroot groups to deliberate on the thrust and vision.

A review of the 'Development' projects taken up during phase III indicates a continuous rise in the number. In contrast, there was no increase in the number of emergency and relief projects, even though the amount allocated was much higher than that allocated to development projects.

A significant decision taken during the Silver Jubilee Year was the commissioning of a Critical Review of Caritas India. A Committee was also appointed in November 1986 to do an indepth study of the Statues of Caritas which were taken up for discussion and accepted by the Standing Committee in November 1987. The changes proposed mainly related to making the work of Caritas more meaningful and enable implementation of the Thrust with ease and constitutional justification.

The Governing Body itself spent a lot of time reflecting on the thrust and in particular on the promotional activities. These reflections brought into focus very important issues such as :

1. Promotional work brought about a shift from the individual to the community. The Poor are not merely 'recipients' of benefits but 'agencies' of social change. This process was generating great dynamism and groups were raising critical questions. All this dynamism was bringing about the need for modification in structures and funding procedures. There was a need for serious study on the implications of promotional work and prepare for a situation involving conflict of interests between the influential and the disadvantaged sections. The Governing Body reiterated the need to become partners with non-christians in this mission. Members also felt the need to persuade each Bishop individually to obtain co-operation on understanding and accepting the new vision of Caritas India. In this connection, exposure projects could be organised for Bishops and members of the Governing Body to help them enter into an analysis of the system so that the outcome of the analysis is reflected in policies of the Standing Committee. The Governing Body endorsed the importance of the animation thrust and recommended that priority be given to Rajasthan, Bihar, Orissa and the North Eastern Region.
2. The Governing Body also mooted the setting up of a section for women's development based on the recommendations of the Projects Selection Committee.

By 1988, the work of Caritas India was on its way to achieve some stability and direction. Clarity on the mission and strategies were achieved almost at all levels. The Silver Jubilee Year activities further helped to renew commitment to the revised thrust. The Standing Committee and the Governing Body had a joint meeting in November 1988. The Animation Thrust was discussed in depth. The doubt that was voiced was that of translating the animation thrust in the organisational structures and the day-to-day functioning of Caritas India. The process must enable the poor to be the principle authors and agents of development and thereby get rid of the feeling of dependency, helplessness and hopelessness of life. For this, the members emphasised the need for the staff to undergo training in this orientation and specific funds were allocated towards this. There was a felt need to start a documentation centre for which work had already been started.

The PSC had recommended long term measures along with the temporary measures. It was accepted that the measures should not only be technological-oriented, exploiting natural resources but also ecology-based and resources regeneration based. In order to educate people towards this, the theme of the 'Campaign Against Hunger and Disease' for 1989 was 'Nurture Nature, ensure Life'. In keeping with the measures, the PSC also recommended that 60 percent of the funds allocated for emergency projects should go for long term measures, taking up measures like water-shed management, water harvesting, aforestation, soil conservation, dry-land farming. etc. Therefore, there was a qualitative shift even in the Emergency Department under the influence of the Animation Thrust.

Lest it be misconstrued that Caritas India was now aggressively selling 'development' to the exclusion of relief, and rehabilitation, welfare and income generating project, it would be necessary, in all fairness to the organisation to say that this was not so. It was not "forcing" developmental projects. All along the main thrust was that "free aid" was not the best way to help communities and that such aid should not be given. This was an accepted philosophy. And during this phase Caritas India was doing just that—incorporating a big contradiction—saying "no free aid" and yet giving free aid. It was thus necessary to overcome this contradiction and to resolve it within the organisation to gain internal credibility. Thus it was necessary to move from being an object to become subject, in the process becoming in itself what it propagated for others.

Hence, the whole question of rehabilitation was taken up to see how the element of animation could be inducted into it. At this point in its thinking the question of ecology was being debated and defended. Evidently ecology cannot be built up without people's full participation. But people would not cooperate in the ecological movement unless and until they understood what it was all about, how it affected them, why it was imperative, that they be involved in the ecological movement, and so on. Therefore people's co-operation and people's organisation are essential to maintain and rebuild ecology. Caritas India, as already seen, was now committed to building up people's organisation. Hence, the rehabilitation programme ought to have a built-in provision for people's organisation. So the rehabilitation programme could no longer be offered as a relief measure. Hence the decision was that forty percent of the emergency funding was earmarked to give short term immediate help and the remaining sixty percent for long term rehabilitation involving people organising themselves for the rehabilitation work. Hence there was the entry of animation into relief and rehabilitation projects. Thus a new logic had been injected into what remained rehabilitation projects.

In connection with the future thrust of work the observations of the Standing Committee need to be mentioned :

1. Emphasising only socio-economic dimensions, forgetting the other goals like formal education, liberation from sin will be against the identity of Caritas. Caritas should try to link the non-formal education and see how this can be offered to Government Agencies. Top priority be given to literacy and employment projects.

2. Animation projects be based entirely on the teaching of the Church. Basing on other theological opinions will not have the authority of the Church; Caritas should see that the developmental projects do not become more favourable to the better off section than the poor.
3. People's Participation is the key to development. Hence, Caritas uses the intermediary bodies like Regional Forums, Diocesan Social Service Centres, etc. Besides, the PSC always tries to find out how a particular project is people-oriented. In this context, Caritas also pays special attention to the training of its staff and Regional Officers.

6. Caritas today

In pursuance of its main objectives : "the integrated development of all persons", Caritas concentrates much of its efforts on initiating the process of "true development". Development, defined as the unfolding of man/woman as he/she realizes his/her potential for good and empowering them to determine their own future, inherently implies a process of change in the attitude of people. This has now become the focal point of countless projects and projects that Caritas undertakes, all over the country every year.

Towards this goal of development and for the fulfilment of its objectives, Caritas India had, in the past, used one means: PROJECTS. Projects, it was visualized, would not only introduce necessary physical changes in environment (such as the introduction of new facilities or the provision of necessities in times of calamity) but would also provide opportunities for group action and joint decision-making on the part of the people.

This would, in turn, promote self-reliance, initiative, decision-making ability and the spirit of working together for mutual gain in the beneficiaries of these projects. That was and is the goal of Caritas India. Projects, then were and are a means to reach this end.

Today, given its new vision and the thrust towards development animation and training of people for the creation of an environment favourable towards the empowerment of people to determine their own destiny, has an overriding priority over charity, welfare and productive oriented projects.

In addition to this ongoing process of project funding, Caritas staff members are often sent to seminars and projects to deepen their knowledge on development and related issues and to gain from the experience of others. Case studies and articles are published from time to time to focus on the process of true development and to encourage other people to do the same. In this way, through its projects and projects Caritas attempts to alleviate the sufferings of the people, and add its mite to the cause of true development. Through them Caritas India desires to help people grow, to enable them to make use of their potential, and to work out for themselves "a future in keeping with their own human dignity and destiny".

In sum : Caritas India has BECOME SUBJECT.

CHAPTER THREE

HISTORICAL EVIDENCE

A. *PROCEDURES OF FUNDING*

At the outset a word about the procedures for funding of projects would be in order.

Working in collaboration with sister organisations (donor agencies) all over the world, Caritas India every year assists approximately 500 projects, social welfare, training cum production, education etc. in different parts of the country. In addition Caritas India has undertaken animation, motivation and conscientization projects in order to educate and conscientize people. Funds from the donor agencies for projects are channelised through Caritas, from where the money is sent in instalments, or occasionally as a lump sum, to project holders. Caritas India is thus the "liaison" between the donor agencies and the project holder. Caritas is also accountable to the Government of India for all monetary transactions, and its accounts are audited regularly.

Prior to July 1979 all projects, irrespective of the amounts applied for were processed and studied by CARITAS and approved by the Projects Selection Committee, (PSC) and only those projects that were approved by the PSC were either funded from available Block Grants and discretionary funds or were recommended to agencies abroad. However, as a result of the decentralization process introduced in July 1979, micro projects of up to Rs. 15000/- and semi micro projects of up to Rs. 50000/- subject to a limit of Rs. 200,000/- per diocese per year, would be screened, studied, processed and approved at the diocesan level. Dioceses were advised that Caritas would try to fund first micro projects upto Rs. 15000/- and then semi micro projects upto Rs. 50000/- from available funds and would submit even micro projects to funding agencies.

Subsequently in 1984 the amount for semi micro projects was reduced to Rs. 30000/- to accomodate more projects and avoid huge projects which do not have any "educative" value. It was also pointed out that 50% of the 2 lakhs stipulated limit per diocese was to be used only for Development Education Programmes. In 1988 this amount was further raised to Rs. 40,000/- per project.

The process of funding is set in motion when the Head Office of Caritas India receives an application for assistance to fund a project in a particular part of the country. Then a formal project application format is sent to the applicant, and he is advised to reformulate his application accordingly. When this reformulated proposal is received, an on the spot investigation is done either by the Diocesan personnel or by the Regional Officer of Caritas India, under whose jurisdiction the project location falls. Clarifications and questions on different aspects of the project and other related aspects are made at this stage.

The project is then synopsised at the Head Office and presented to the Projects Selection Committee. This committee has a wide representation of experts in different fields and different parts of the country. Another smaller sub-committee meets more often for the same purpose. If a project is approved, the proposal is sent to a donor agency abroad. Some projects may be rejected at this stage if they are not economically viable, technically feasible etc. Decision on other projects may be deferred if it is felt that the project can be modified in one way or another. At the donor agency level again, it is presented to a Committee. If their committee approves it, funds for the same are sent to the office in Delhi. Sometimes, the money for projects for which funds are received, are sent in instalments to the project holder. Subsequent instalments are released only on receipt of satisfactory progress reports from the project holder. When the project is completed or nearing completion, an on the spot evaluation is done. This may be done two or three times if the need arises.

On successful completion of the project, the file is closed, and the donor agency concerned is informed of the same. Failure of a particular project, along with the reasons for the same, is also communicated to the donor agency.

B. DESCRIPTIONS

Given the above it would now be necessary to operationally define the four primary categories of projects into which Caritas India has classified all its projects. These four categories or sectors as they are referred to hereafter, are development productive, welfare, relief and rehabilitation. A short description of each of these primary sectors, and a listing of the major sub-sectors under each primary sector, would help in understanding the criteria employed to categorise the projects.

1. **DEVELOPMENT PROJECTS** are those that are related to the **ORGANISATION OF PEOPLE** towards their own development and liberation by a process of education and empowerment. The **TOTAL** and **COMMITTED** participation and involvement of all people towards their liberation and self determination collectively is envisaged. Thus the people become less dependent on outside "agents"; they behave as "subjects" that can now regulate the social, political, economic and cultural environment to determine their own future and tend towards **EQUALITY** of persons. The major sub-categories of projects illustrative of the development sector are the following :

- | | |
|-------------------------------|-------------------------|
| a) adult education | e) action projects |
| b) health education | f) equipment |
| c) seminars/training progms. | g) non-formal education |
| d) financial support/salaries | h) general development |

2. **PRODUCTIVE PROJECTS** are aimed at the **ECONOMIC BETTERMENT** either immediate or in the future, of a particular area or group of people. One of the important components stressed in these projects is the **PARTICIPATION** of people in varying degrees towards bettering their income. Hence these projects are a kind of "Intermediary" stage between **FULL** people's organisa-

tion and participation on the one hand and NO participation on the other. The projects in this sector are of two types:

a. INSTITUTIONAL projects: those implemented and supervised by some institution thus assuring a means of continuity. The major sub-categories that fall under this primary sector are :

- i) vocational training/community halls/multipurpose centres
- ii) training cum production.

b. NON-INSTITUTIONAL projects : those projects that are taken up by several groups in a village under the initiative of a leader who may be a priest or a lay person. Usually a committee of people set up for this purpose is responsible for the planning, implementation and continuity of the projects. The three most common major sub-categories that constitute the non institutional productive projects are :

- a) agriculture & its improvement
- b) animal husbandry & its improvement
- c) income generating schemes/cottage industries.

3. WELFARE PROJECTS are geared towards those sections of people who are either permanently or would be for a long period of time, displaced in life and would not be able to enter the normal stream of life on their merits. Such groups would include: aged, orphans, lepers, destitute women, etc. Included in this sector are projects directed towards providing basic amenities like drinking water, sanitation facilities etc. in institutions that cater to these select groups. The wide range of major projects in this primary sector are reflected by the following :

- a) rehabilitation of select groups
- b) health services/facilities
- c) homes/orphanages/hostels
- d) providing basic amenities
- e) construction/repair hostels
- f) equipment/furniture
- g) income generation to institutes (self-sufficiency)

4. RELIEF AND REHABILITATION PROJECTS are those that provide immediate succor to those struck by natural or man made calamities. These projects are aimed at providing relief to those who are temporarily displaced from their normal life and help them recover from the initial shock of the calamity that has befallen them. The major sub-categories under the relief and rehabilitation sector are listed below :

Relief

- a) medical aid
- b) material aid
- c) emergency relief

Rehabilitation

- a) agricultural aid
- b) construction/repair
- c) animal husbandry
- d) refugees

C. CONJECTURES

Coming back to the theme of this chapter namely : Trends in Funding an attempt is made to fulfil two specific aims :

1. To present the trends in the funding of projects over a period of twenty five years i.e. 1962—1986 and.
2. To ascertain whether the projects that were funded were in keeping with Caritas India objectives as stipulated from time to time.

It will be recalled from chapter two that over time Caritas India had moved from the status of being object to the position of acting as subject and by the third phase had clearly demonstrated that it was BECOMING SUBJECT.

From an operational view point this shift or movement should be reflected in the funding of projects as well. Thus in the first phase, the period when it was object the projects would have been mainly relief and rehabilitation, and welfare oriented. Development projects if any would be few and far between.

During the transition period i.e. phase two and covering the three years 1977-1982, Caritas India must have made tentative forays into developmental projects, though still rooted in relief and rehabilitation and welfare. There may also have been sizeable support to productive projects because during this period the concept of development was primarily leaning towards economic aspects.

One can then expect that in the third phase when Caritas India started BECOMING SUBJECT, it increased its funding to development projects. It would not be correct to assume that in this period, relief and rehabilitation and welfare projects were reduced to an absolute minimum or rejected out of hand.

This is because both these types of projects will continue to be in demand so long as no one is likely to be able to prevent natural and man made calamities. Similarly there will always be a need for welfare services: medical, educational, institutional for the marginalised groups, and so on.

D. TREND ANALYSIS

We now embark on a phasewise analysis of Primary and Major sectors. This analysis will help to situate the projects in the different sectors and to highlight the trends that emerge.

1. Overall Pattern

The total number of projects approved and sanctioned during the 25 years was 7348, and the total amount of grants for these projects was of the order of

Rs. 384458 thousands. (From here on all amounts are stated in thousands, even if these words "in thousands" are not mentioned. In more specific situations when necessary the total quantum is reported in the words "the actual amount" will be stated)

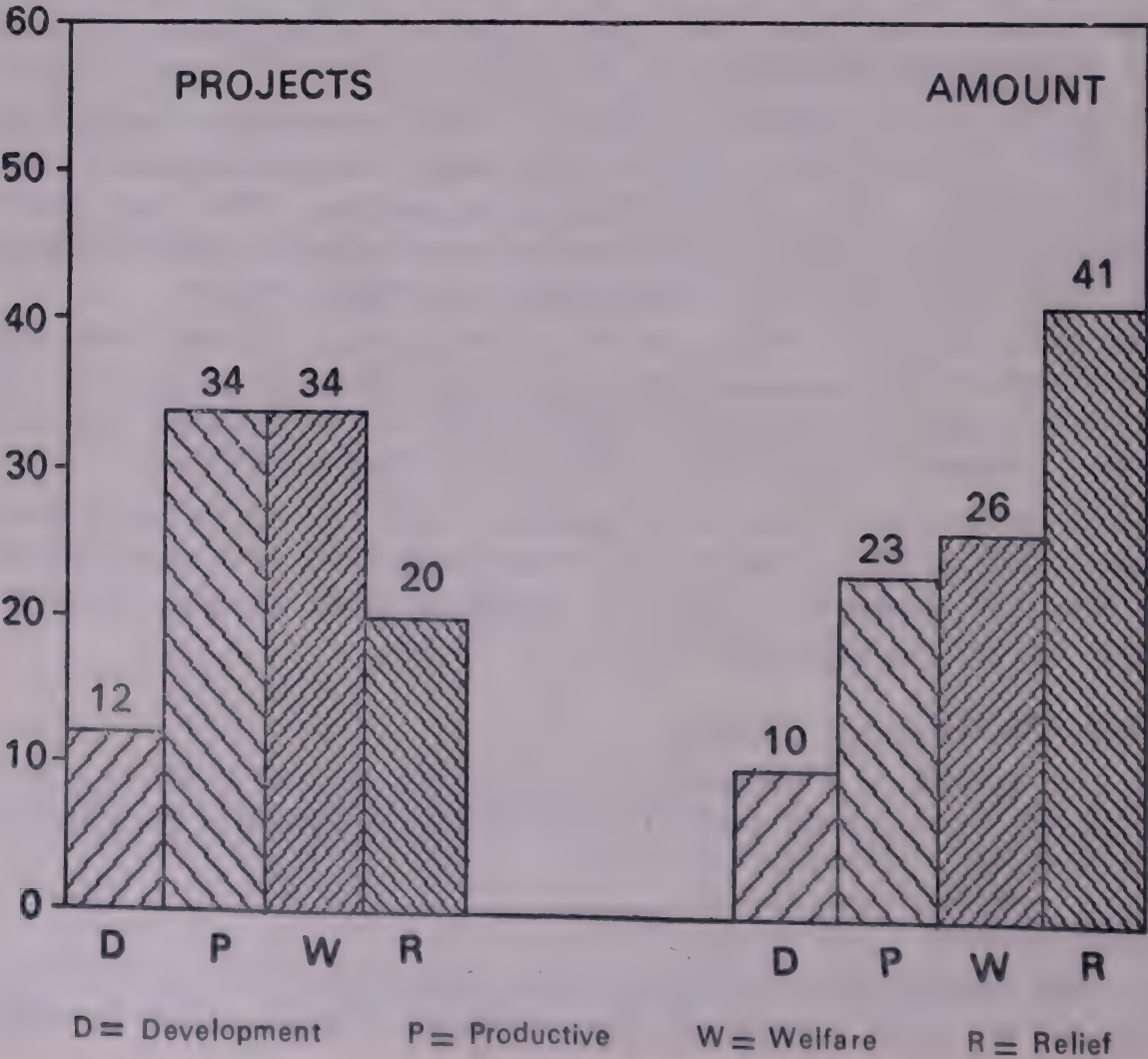
The percentagewise breakup of projects and amount distributed for each of the four primary sectors for the duration of 25 years, is given in Table : 3.1 below.

Table 3.1 : Primary sectors : Projects and funds (1962-1986)

Sectors	Projects		Amount	
	N	%	N	%
Development	882	12	38446	10
Productive	2498	34	88425	23
Welfare	2498	34	99959	26
Relief/Rehabilitation	1470	20	157628	41
Total	7348	100%	384458*	100%

* amount in thousands.

Fig. 3.1 Primary Sector : Projects and Funds (1962-1986) %



From the above table it would be clear that about a third each of the projects and fourth each of the funds were for the productive and welfare sectors. Though relief and rehabilitation projects accounted for only one fifth of the total number of projects, yet they absorbed about two fifths of the funds. This is to be expected because relief and rehabilitation work has a high financial input. Development projects constituted just about ten percent in number and amount. Keeping this overall picture in mind, let us now review the data in greater detail on a phasewise basis.

2. Phase one : (1962-1976) (15 Years)

The number of projects funded during the first phase accounted for 33 percent of all projects that were approved during the 25 year period. The quantum of funds accounted for just 19 percent of the funds approved in the same 25 years. The distribution of projects and funds during the first phase is given below :

Table 3.2 : Sectorwise projects and funds : 1962-1976

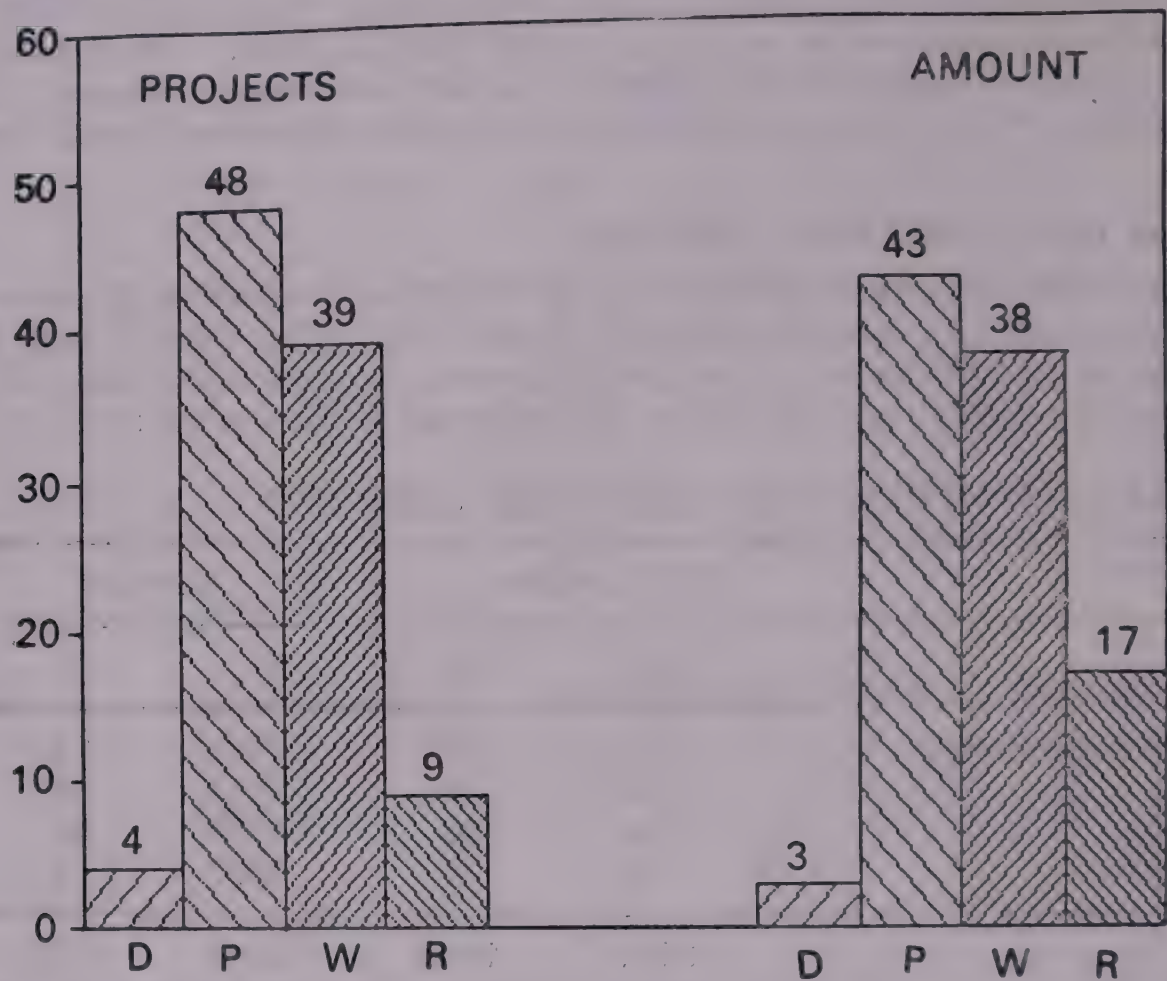
Sector	Project		Amount	
	N	%	N	%
Relief and Rehabilitation	216	9	12469	17
Welfare	938	39	27872	38
Production	1154	48	31539	43
Development	96	4	1467	2
Tot al	2404	100%	73347	100%

See Figure 3.2 on Page 50

As pointed out in Chapter Two, development projects were hardly thought of by diocesan applicants and Caritas officials during the first phase of Caritas India's history. The two hundred odd development projects that were actually approved must have been concentrated in the last three to four years of the first phase because this is the period in which many factors had started actively pressing for a shift in the types of projects that needed to be supported by Caritas India. It was also the period when Caritas India was slowly and steadily preparing to shed its status as object and taking tentative steps to start acting as subject.

That slightly less than half the total number of projects and more than half the total funds were given to relief and rehabilitation and welfare projects should come as no surprise. For these fall well within the typical pattern of a charity—welfare model of social services. The fact that the funds for relief and rehabilitation were about twice the percentage of projects should also be expected because disasters—natural or man made cause vast destructions. Giving the affected parties

Fig. 3.2: Sectorwise Projects and Fund: 1962-1976 %



even the minimum by way of shelter, clothing, food and domestic articles could we add up to a large amount. A quick computation of the cost per project for the first phase bears this out.

Relief and Rehabilitation	Rs. 61 thousand per project
Welfare	Rs. 30 " " "
Productive	Rs. 28 " " "
Development	Rs. 18 " " "

In other words from the financial point of view one may say that charity is three and a half times more expensive than development. Upholders of the charity model would argue that "charity does not count the cost" and hence the sky is the limit. This is but to be expected, for, to a large extent relief and rehabilitation and welfare and probably productive projects are infrastructure and material based, while development projects are people focused and the investment on infrastructural facilities and material for this type of projects could be extremely low.

Let us see how the projects and funds were distributed within the different primary sectors. The presentation has been limited to those major sub-categories which accounted for five percent or more of the projects/funds. Hence the percentage within a primary sector may not add up to 100 percent.

Table 3.3 : Major sub-sectors : Projects/funds : 1962-1976

Sectors	Projects		Amount	
	No	%	Rs.	%
RELIEF AND REHABILITATION				
Immediate help	172	79.7	11060	88.7
Housing repairs	13	5.9	661	5.3
WELFARE				
Basic amenities	440	46.9	11539	41.4
Health services	259	27.6	9393	33.7
Vehicles/transport	64	6.8	975	3.5
Rehabilitation	15	1.6	1644	5.9
PRODUCTION				
Non-institutional	965	83.6	27344	86.7
Institutional	175	15.2	3627	11.5
DEVELOPMENT				
Adult Education	60	62.5	1063	72.5
Development project	22	22.5	70	4.8
Health Education	7	7.5	70	4.8
Seminars	5	5.0	191	13.0

Now coming back to the earlier question, it would seem that the productive projects were primarily in terms of giving some small loans and financial assistance to start small business, improve agricultural production, buying goats, buffaloes etc. Basically these could have been in the context of rehabilitation after meeting the emergency needs through relief works and helping the people to settle down to at least a subsistence level of economic life. Hence the productive projects fall well within the earlier expressed pattern of the charity-welfare model.

The question that can then be asked is : Why have the productive projects been separated from the welfare or relief and rehabilitation projects? Part of the answer is that an attempt was made to separate the economic aspects from the non-economic aspects of assistance. Both these aspects—relief and rehabilitation form the immediate and short term assistance following any disaster, be it a drought, a flood, a fire, etc.

A second and more plausible reason is that the decision to classify projects according to the primary and minor categories was taken only in eighties i.e. the

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third phase. During this period the projects had become "well defined" after years of experience of the Caritas India personnel and so one could make clear distinctions among the primary sectors and within them. Such clarity would have been difficult with pre 1983 projects. This would also be so when one recalls that details of pre 1983 records were not available for scrutiny and so one had to be satisfied with project cards which yielded information only on the title, amount, address and in some cases the specific purpose of the project.

Reviewing the presentation in Table 3 with respect to the other three primary sectors, we could say that the allotments are not unexpected and need no specific comment at this point.

Coming back to the general picture portrayed in Table: 2 it would be useful to explore one more aspect — the planned as against the unplanned funding of projects.

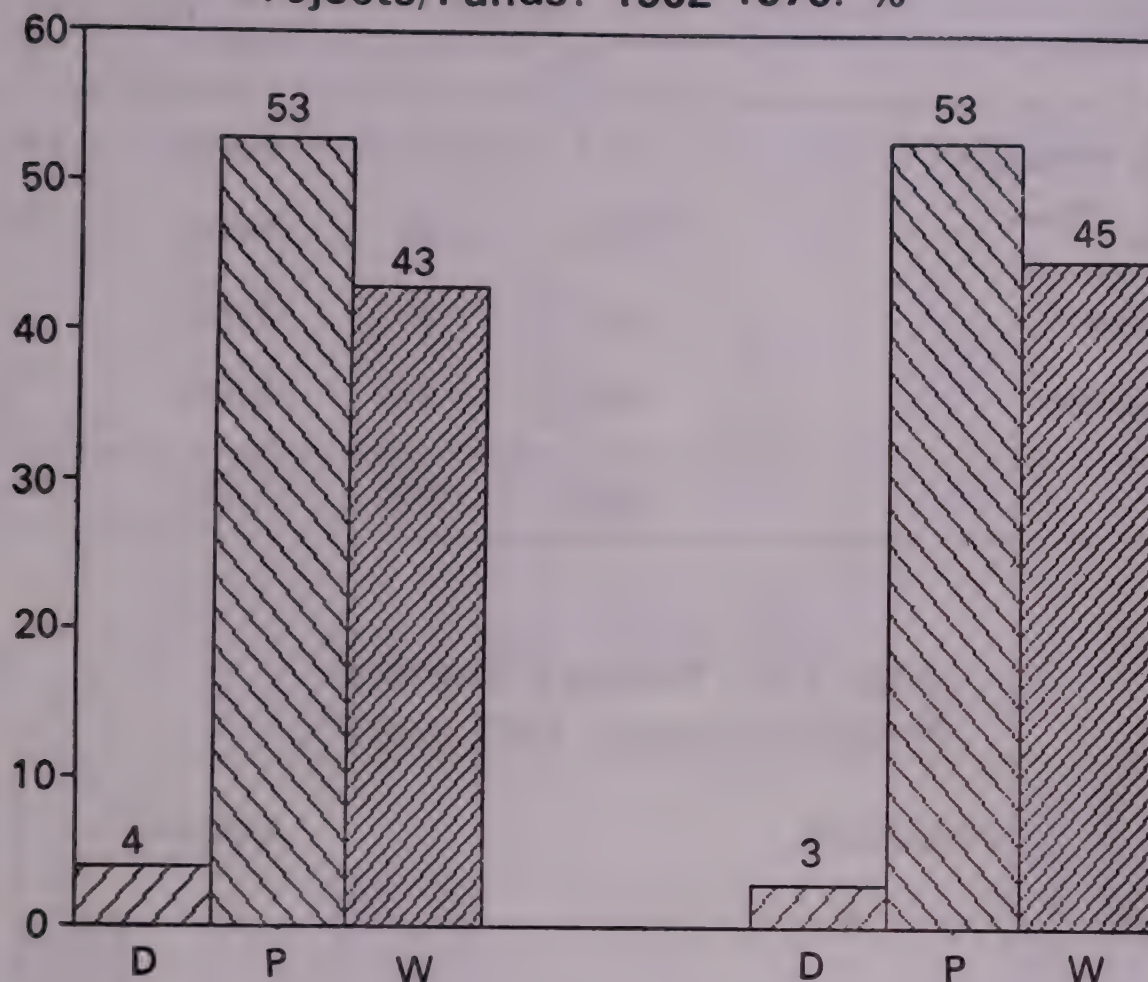
The unplanned would be the relief and rehabilitation projects and related funding. This sector is categorised as unplanned because one cannot anticipate or prevent disasters in short periods of time. But in the case of the other three sectors we can make a deliberate choice as to whether or not and how much emphasis must be laid on each.

Keeping this in mind let us now look at the re-distributed pattern after excluding relief and rehabilitation projects.

TABLE: 3.4 Select Primary Sectors: Projects/Funds: 1952-1976

Sector	Projects		Amount	
	No.	%	Rs.	%
Welfare	946	43	27725	45
Productive	1165	53	32038	52
Development	88	4	1848	3
Total	2199	100%	61611	100%

Fig. 3.4: Select Primary Sectors :
Projects/Funds: 1962-1976. %



The above clearly shows that in the first phase the infra-structural productive projects accounted for more than half of the total on both counts — number of projects approved and quantum of funds. This was closely followed by welfare projects. The development projects were extremely small in number and size.

3. Phase II : (1977—82 : 6 years).

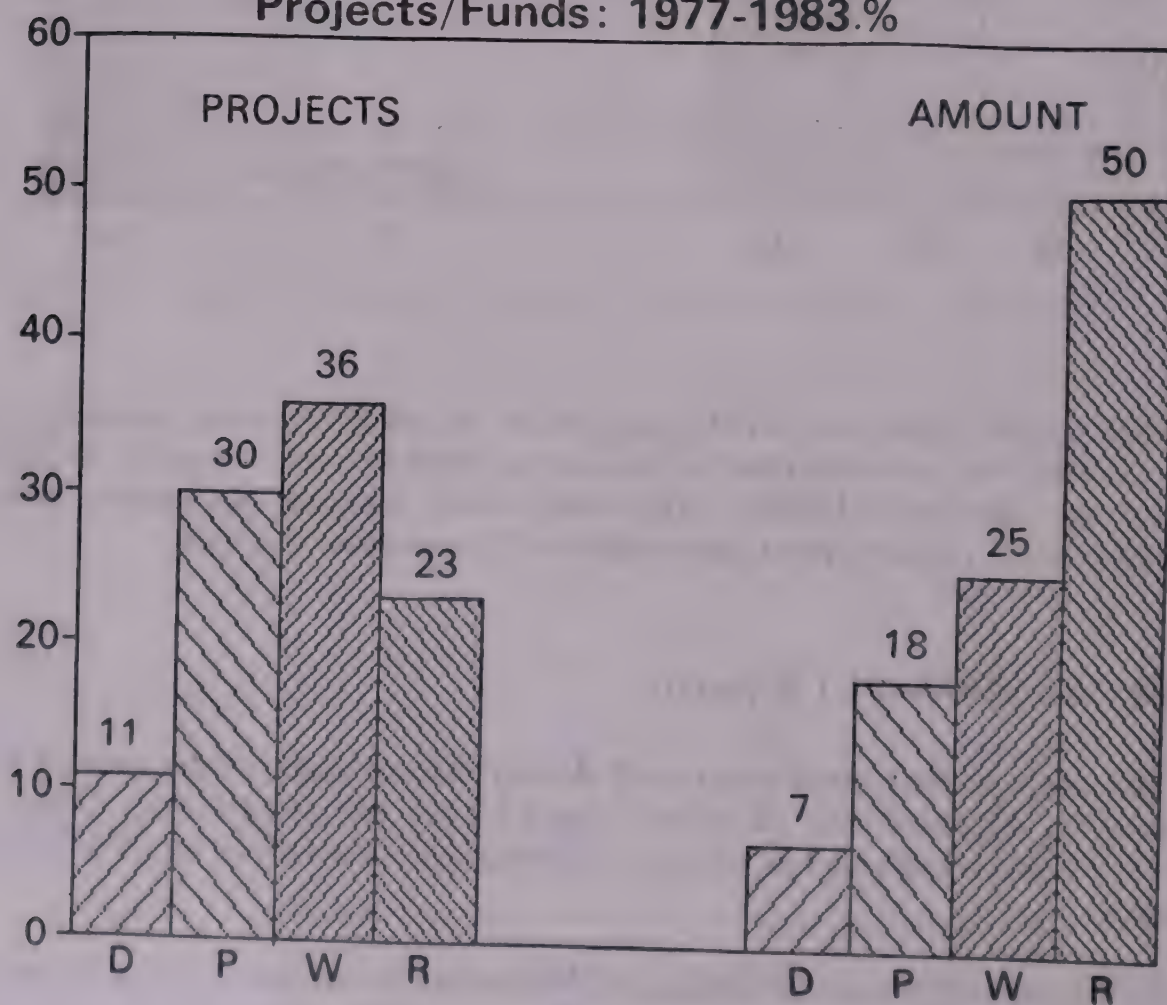
The projects that were sanctioned during the six years of the second phase accounted for 42 percent of all projects and 50 percent of all funds. Thus the activities of Caritas India picked up quite considerably especially in terms of quantum of projects.

In the second phase the ranking of the sectors in terms of number of projects approved and amount do not tally as will be seen below :

Table 3.5 : Primary sectors : Projects/Funds : 1977-1983

Sectors	Projects		Amounts	
	No.	%	Rs.	%
Relief & Rehabilitation	711	23	96630	50
Welfare	1112	35	48315	25
Productive	927	30	34786	18
Development	340	10	13528	7
Total	3090	100%	193259	100%

**Fig. 3.5: Primary Sectors:
Projects/Funds: 1977-1983.%**

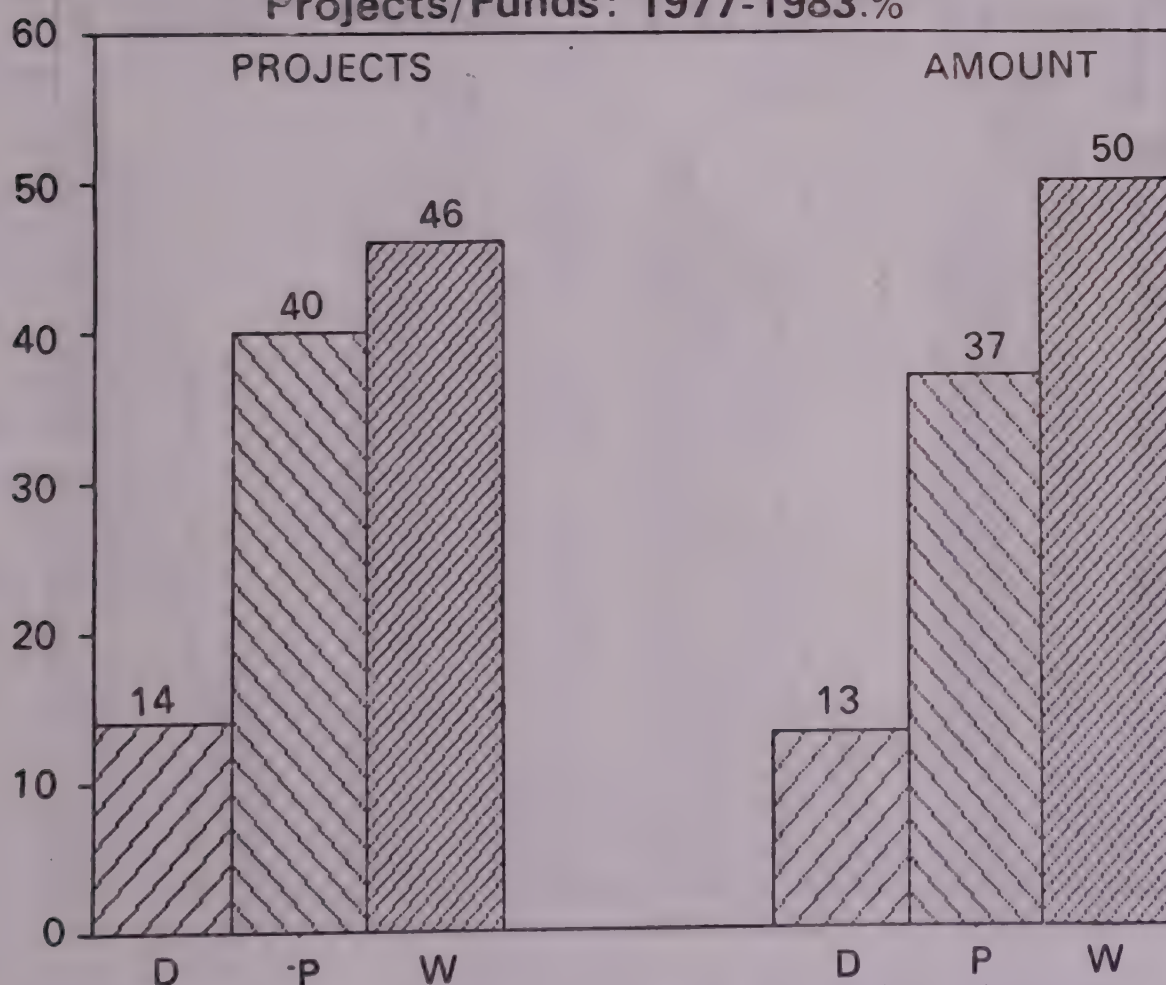


Though Relief and Rehabilitation projects were third in rank after welfare and production projects in terms of number, relief and rehabilitation stand first in terms of funds received. This is to be expected in view of the fact that funding for relief and rehabilitation projects cannot be tailored to any "standard". It entirely depends on the extent of damage and destruction. So if one excludes the relief and rehabilitation projects, the redistribution will be as follows :

Table 3.6 : Select primary sectors : Projects/Funds : 1977-1983

Sectors	Projects		Amounts	
	No.	%	Rs.	%
Welfare	1091	46	67930	54
Production	949	39	50269	36
Development	332	14	17662	13
Total	2372	100	135861	100%

**Fig. 3.6: Select Primary Sectors:
Projects/Funds: 1977-1983.%**



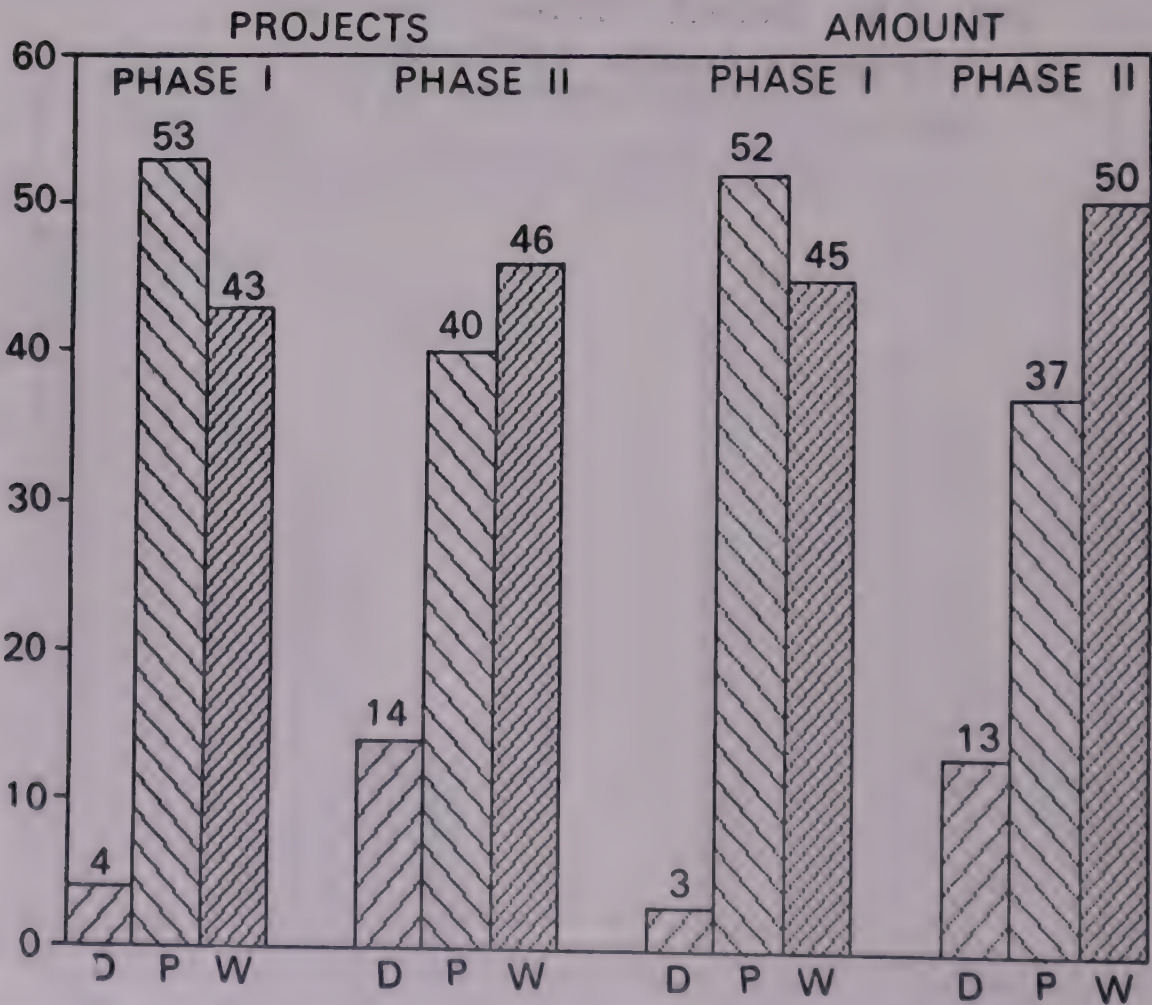
The three sectors are in the expected sequence of welfare, productive, development.

Before we make a detailed analysis of each of these, it would be useful to compare the trends with that of the first phase, excluding the relief and rehabilitation projects, because, as already pointed out, it is not a steady predeterminable sector.

Table : 3.7 Phases 1 & 2 : Select Primary Sectors Projects/Funds

Phase	Projects				Amounts			
	I		II		I		II	
Sectors	No.	%	No.	%	No.	%	No.	%
Welfare	946	43	1091	46	27725	45	67930	50
Productive	1165	53	949	40	32038	52	50269	37
Development	88	4	332	14	1848	3	17662	13
TOTAL	2199	100%	2372	100%	61611	100%	135861	100%

Fig. 3.7: Phases 1 & 2: Select Primary Sectors : Projects/ Funds %



Looking at the projects, one notes that there has been an appreciable increase of nearly 10 percent points in the development sector. Welfare projects continued to hold their own and inch slightly forward by three percentage points. It is the pro-

ductive projects that dropped by 13 percentage points. This trend seems to bear out the observation made in Chapter Two that slowly and steadily the thinking that had started in Caritas India during the last years of the first phase and the early period of the second phase may most likely be translated into action — acting to be subject. The overall trend seems to be reflected by the funding pattern as well.

To get a little more clarity in the shift, let us now look at the specific projects within each sector, again comparing the first and the second phases, but only in terms of projects. Again it is necessary to remember that the percentage within each sector may not add upto 100 percent because only those specific major projects which accounted for at least five percent of the total have been included here.

Table : 3.8 Phases 1 & 2 : Select Major Sub-sectors:Projects.

Phase	Projects			
	I		II	
<i>RELIEF AND REHABILITATION</i>				
	<i>No.</i>	<i>%</i>	<i>No.</i>	<i>%</i>
Immediate help	172	79.7	578	81.3
Housing repairs	13	5.9	68	9.5
<i>WELFARE</i>				
Basic Amenities	440	46.9	626	56.3
Health services	259	27.6	226	20.3
Vehicles/transport	64	6.8	43	3.9
<i>PRODUCTIVE</i>				
Non-institutional	965	83.6	649	70.0
Institutional	175	15.2	246	26.5
<i>DEVELOPMENT</i>				
Adult education	60	62.5	144	42.3
Health education	7	7.5	22	6.6
Seminars	5	5.0	70	20.7
Development projects	22	22.5	32	9.4

In all four sectors the major segments accounting for five percent or more of the projects within the sector remain the same in both phases. In the relief and rehabilitation sector the percentage value increased for both components. In productive projects, it was the institutional, though the majority of projects were non-institutional. Finally, in development there was a step-up in seminars. It will be recalled that animation projects were taken-up in a big way in the second phase to prepare the "field" for developmental work. It is for this reason also that the developmental projects increased more than two-fold in the second phase.

In sum, the second phase funding pattern confirms that Caritas India translated at a steady pace its thinking and policies into action.

4. PHASE III : (1983 - 1986 : 4 years).

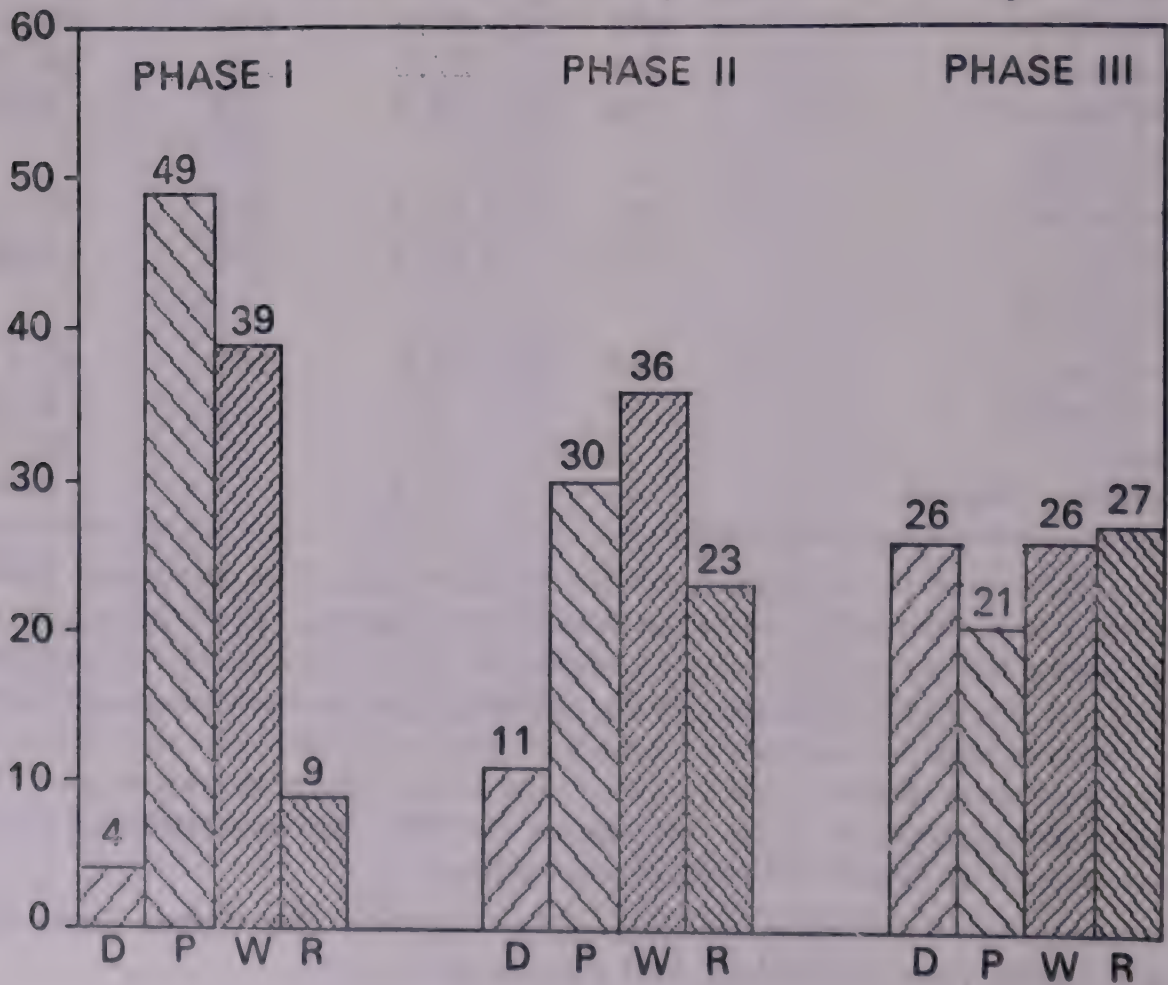
The number of projects and grants accounted for 25 percent and 31 percent respectively.

In the third phase of Caritas India's growth and development, one finds that the overall ranking of sectors in terms of both projects and funds remained the same. Thus, the first rank goes to the relief and rehabilitation projects, followed by welfare, development and finally productive projects. In other words, compared to the first two phases, development clearly increased its claim on both projects and funds. The following table yields comparative data on the distribution of projects only.

Table : 3.9 Phasewise Primary Sectors Projects/Funds

Phases	I		II		III	
Sectors	No.	%	No.	%	No.	%
Relief & Rehabilitation	216	9	711	23	501	27
Welfare	938	39	1112	36	482	26
Productive	1154	48	927	30	389	21
Development	96	4	340	11	482	26
TOTAL (100%)	2404	100%	3090	100%	1854	100%

Fig. 3.9: Phasewise Primary Sector : Projects %



The relief and rehabilitation projects increased threefold from 9 percent to 27 percent. But development projects increased from 4 to 26 percent, almost six and a half times. On the other hand welfare and productive projects decreased, much more in the productive sector than in the welfare sector. The above pattern of change in approval of projects confirms what was observed with respect to in the III phase in Chapter Two. To be more specific it was mentioned that there was a stepped up emphasis on development not only through animation work but also encouragement of development projects. In terms of welfare and productive projects it was not the policy of Caritas India that they be completely cut off — a foolish step if one did it. For no matter what level of growth and development society may have reached, there would always be segments that would need welfare facilities by way of basic amenities and health services and productive services like loans to start economically viable projects and other economic activities. Hence in relation to other segments they may decrease, but by themselves they would continue to be sizeable. Having made these observations let us now look at the component distribution of projects.

Table: 3.10 Phasewise Select Major Sub-Sector Projects.

Phases	I		II		III	
<i>RELIEF AND REHABILITATION</i>						
	<i>No.</i>	<i>%</i>	<i>No.</i>	<i>%</i>	<i>No.</i>	<i>%</i>
Immediate help	172	79.7	578	81.3	450	89.9
Housing repairs	13	5.9	68	9.5	16	3.3
<i>WELFARE</i>						
Basic Amenities	440	46.9	629	56.3	305	63.3
Health services	259	27.6	226	20.3	49	10.2
Vehicles/transport	64	6.8	43	3.9	27	5.7
Handicapped	36	3.8	41	3.7	27	5.7
General education	7	0.8	62	2.0	62	12.9
<i>PRODUCTIVE</i>						
Non-institutional	965	83.6	649	70.0	240	61.8
Institutional	175	15.2	246	26.5	124	31.9
Vocational	—	—	9	1.0	21	5.4
<i>DEVELOPMENT</i>						
Adult education	60	62.5	144	42.3	183	37.9
Health education	7	7.5	22	6.6	45	9.3
Seminars	5	5.0	70	20.7	60	12.4
Development projects	22	22.5	32	9.4	19	3.9

There seems to be a sharpening of the criteria for approval of projects in the third phase. In the area of relief and rehabilitation, immediate help becomes the primary focus; in welfare, basic amenities and general education got strengthened;

in productive projects vocational projects come into prominence and in development the foundations having been laid through seminars and adult education projects, health education becomes an important segment.

One would certainly have expected to see a significant rise in development projects, but the real increase not indicated above is in miscellaneous projects accounting for 17 percentage points. But there are no details available about them.

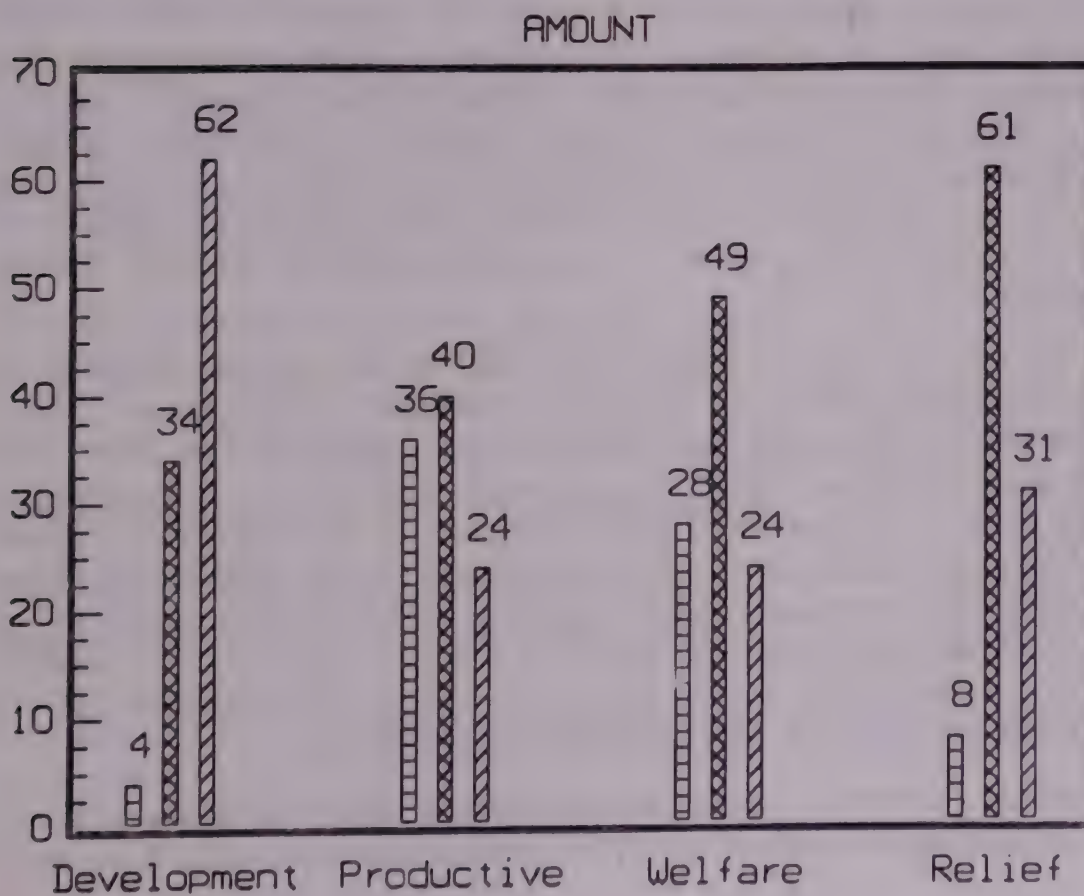
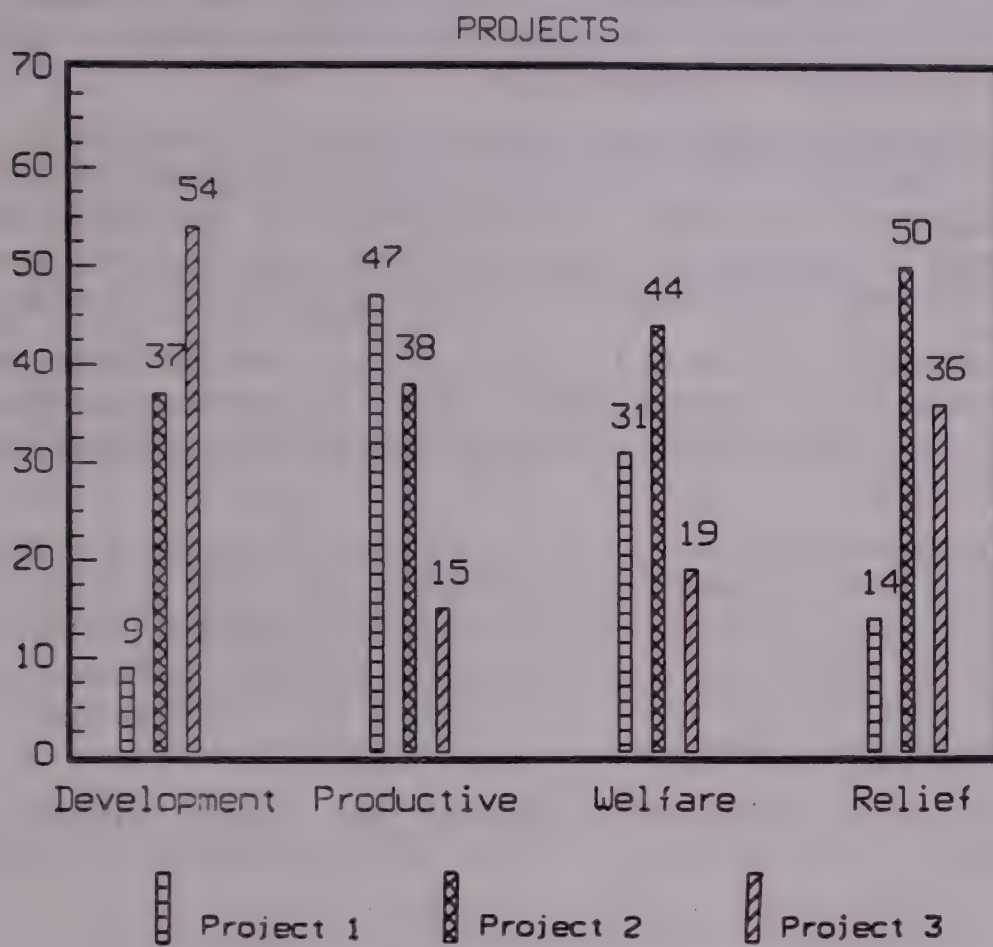
5. The Twenty Five Years: Three Phases

Having presented the detailed componentwise picture, it would be useful to summarise the general trends in the 25 year period of Caritas India's funding programme from the viewpoint of each sector traced over the three phases.

Table : 3.11 Phasewise Primary Sectors : Projects/Funds

Phase	Projects			Amounts		
	I	II	III	I	II	III
SECTORS						
Relief & Rehabilitation	14.3	50.2	35.5	8.1	61.0	30.9
Welfare	30.9	43.6	19.4	27.7	48.7	23.6
Productive	46.9	38.0	15.2	36.2	40.1	23.7
Development	9.4	36.8	53.8	4.1	33.5	61.6

Phasewise Primary Sectors Projects/Funds. %



Let us now review the above statistics. Examining the RELIEF SECTOR phasewise we see that it began from a moderate scale in the first phase, with a sudden and enormous increase in the second phase, dropping again in the third phase producing an inverted "u" shaped curve.

In the second and third phases together account for practically all the projects and funds in the sector. This could be due to three possibilities: either there was a substantial increase in calamities or the organisation has developed enough expertise to be able to intervene when such calamities struck. The third possibility may have been that there was an increase in funds available for such eventualities.

The WELFARE SECTOR had a good beginning in the first phase. But welfare projects increased in the second phase in terms of both number of projects and funds. But then, a drastic fall in number of projects and quantum of funds is seen in the third phase.

The probable explanation for this could again be attributed to the increased emphasis given to development projects wherein a more active involvement and participation of the people is envisaged. Welfare projects would necessarily be more in keeping with the first aid and curative approach entailing minimum involvement of the people. Hence with the new thrust evident in the 1974 objectives, this decline in the welfare sector is expected.

Coming to the PRODUCTIVE SECTOR the statistics indicate a downward trend in terms of projects in the three phases. This trend begins in the second phase. But the funds spent reveals a polygon like curve. Except for the first phase the percentage of funds spent exceeds the percentage of projects. This could be explained by the average amount spent per project in the second phase onwards. So even though there is a decrease in the number of projects the amount spent is or would be high. Phase II and III register a progressive decline which could be attributed to a rather stringent process of project selection and approval as a result of the thrust and explicit emphasis given to developmental activities in the 1974 objectives. However, the two phases accounting for 53% of the projects and 63% of the funds shows that these productive sector is very much within the ambit of the objectives of Caritas India.

As regards the DEVELOPMENT SECTOR the first obvious point to be made looking at the above table is the increasing trend in the three phases. The amazing aspects are seen in the second and third phases. While the first phase accounted for just 9 percent of the total of development projects this percentage increased nearly four times to 37 percent or over a third of all developmental projects in the second phase, and to more than half of all projects in the third phase. Thus an increasing weightage was being given to developmental activities during the second-phase and accelerated during the third, but it also indicates that the second phase is the turning point for this sector. This is in keeping with the objectives of Caritas India as stated in the 1974 Memorandum of Association.

OVERALL comparing the four sectors over the three phases, the development sector was a clear upward trend, while the productive sector is on the decline.

The welfare and relief sectors reflect an inverted "u" shaped curve. It will also be seen that during the last ten years from 1977 to 1986 there has been a concentration of both projects and funds compared to the earlier 14 years of activity. This is inevitable in view of three facts:

1. The tempo of work of Caritas India has been increasing over the years as the experience of funding gained ground.
2. There was an increased interest on the part of donor agencies to offer funds for the benefit of the needy in India.
3. It makes sense particularly when we recall that there was a radical change in emphasis made in the 1974 objectives that gave the needed impetus, hence the concentration of projects and funds on the second and third phases.

To sum up the phasewise analysis of the primary sectors we may say that the emphasis given to the productive sector as well as the welfare sector in the first phase shows a downward trend in the welfare sector in the subsequent phases. The development projects begin to gain prominence in the second phase and become most probably the major thrust of Caritas India in the third phase. A more rational approach also seems to have been employed in the relief sector to be able to distribute funds to more projects at lower per project cost without affecting the needs of each project area.

E. ZONAL ANALYSIS.

Having done a phasewise and sectorwise analysis we now move on to a region-wise analysis. This will give an idea as to where in India the projects have been carried out in the different phases, what is the emphasis that has been given to any particular sector in each region, do the projects, by and large, subscribe to the objectives of Caritas India etc:

For the purpose of regionwise analysis the country has been divided into 12 zones as follows:

- | | | |
|-------------------|-------------------|--------------|
| 1. Agra | 2. Andhra Pradesh | 3. W. Bengal |
| 4. Bihar | 5. Karnataka | 6. Kerala |
| 7. Madhya Pradesh | 8. North | 9. N. East |
| 10. Orissa | 11. Tamilnadu | 12. Western |

In addition there is a thirteenth category classified as National. In this last mentioned category are projects which cover more than one zone, e.g. seminar or conference involving participants from more than one zone.

Table: 3.12 Zonal/Phasewise: Projects/Amount (%)

Phase	I		II		III	
	Proj.	Amt.	Proj.	Amt.	Proj.	Amt.
ZONES						
Agra	7.3	7.9	6.9	4.5	4.5	2.4
Andhra	9.8	10.2	13.3	18.4	12.9	15.5
W. Bengal	3.6	3.7	2.3	1.3	3.1	1.8
Bihar	5.5	5.9	4.1	4.2	6.2	5.6
Karnataka	7.9	5.5	4.7	3.1	4.2	4.1
Kerala	14.5	17.1	28.1	25.6	20.6	20.7
M. Pradesh	4.7	4.2	3.9	4.3	2.7	2.2
North	4.5	4.2	3.9	4.3	2.7	2.2
North East	5.2	4.5	7.5	3.2	7.8	4.7
Orissa	2.8	6.9	4.7	8.8	3.9	4.2
Tamil Nadu	15.7	16.7	14.1	19.0	20.0	27.1
Western	12.6	13.0	5.9	5.2	5.7	4.3
National	4.0	2.3	0.6	0.1	5.0	5.4
TOTAL (100%)	2402	74235	3090	193327	1854	110230

The table above helps one to identify the differentials in allocation of projects and funds to the different zones.

Before presenting the data it must be reiterated that the zonal distribution reflects, in a manner of speaking, the demands made by the respective zones.

Phase	I		II		III	
	Proj.	Amt.	Proj.	Amt.	Proj.	Amt.
ZONES						
A. Pradesh	10.00	10.16	13.27	18.37	12.89	15.45
Kerala	16.47	17.08	28.09	25.61	20.60	20.66
Tamilnadu	15.68	16.70	14.04	19.03	20.01	27.11

These are the only three zones that have more than 10 percent of the projects and funds spent in each of the three phases and together they account for 40 percent of projects and funds in the first phase as well as over 50 percent in the

second and third phases. Swinging onto the other end of the pendulum we have three zones that each of them accounts for less than five percent of the projects as well as funds. The details regarding these three are given below:

PHASE	I		II		III	
	Proj.	Amt.	Proj.	Amt.	Proj.	Amt.
ZONES						
Bengal	3.62	3.68	2.30	1.33	3.13	1.82
M. Pradesh	4.66	4.20	3.75	1.87	3.24	2.13
North	4.49	4.21	3.98	4.29	2.70	2.20

The data in the above table points to a decreasing trend in the above three regions, and a point that can be raised is why is it that those who receive a fair amount of the funds get more (refer to earlier table) and those who receive a little get less? The possible explanation for this phenomenon are: They do not have the necessary infrastructure and personnel to demand and implement projects; or they get funds from other Agencies like Misereor, Cebemo directly; or that many of these dioceses, managed by the Religious and several foreign personnel, directly mobilize funds in Europe through their religious congregation. On these counts, they do not feel the need to get more funds from Caritas India.

Table: 3.13. **Phasewise/Zonewise distribution of Funds in Primary Sectors (%)**

PHASES	I				II				III			
	Dev	Pro	Wel	Rel	Dev	Pro	Wel	Rel	Dev.	Pro	Wel	Rel
ZONES												
Agra	1	29	35	35	3	34	15	48	10	12	42	37
Andhra	1	42	49	8	2	10	11	77	6	10	13	71
Bengal	3	53	36	5	16	14	48	22	20	16	19	45
Bihar	2	37	28	33	20	12	37	31	23	8	56	14
Karnataka	2	61	33	5	26	11	41	22	22	36	20	22
Kerala	0	52	31	16	6	29	32	34	15	22	18	46
M. Pradesh	4	45	50	1	17	23	30	30	49	12	25	14
North	12	33	45	10	8	19	40	33	16	18	41	25
North East	1	49	33	18	5	34	37	24	7	22	39	33
Orissa	6	30	40	24	2	12	15	71	8	9	14	69
Tamil Nadu	1	41	39	18	7	11	27	55	21	22	15	42
Western	2	45	39	15	9	24	25	42	24	25	32	20
National	0	51	26	26	75	0	26	0	73	7	20	0

The number of regions that have spent in the first phase 5 percent or more of the funds in the development sector is just two: Northern region and Orissa.

The Bengal, Bihar and Madhya Pradesh regions have spent between 2 and 5 percent of the funds. In the productive sector all regions have spent 30 percent or more of the funds with Karnataka leading with a high 60.99 percent.

In the welfare sector too all regions have spent more than 30 percent of funds, with Madhya Pradesh leading with 49.56 percent. In the relief sector however, seven of the 12 regions (Agra, Bihar, Kerala, North East, Orissa, Tamil Nadu and Western) have spent 15 percent or more of the funds the highest being Agra with 35 percent. The emphasis in all regions was on the productive and welfare sectors with the first predominating in the first phase.

In the second phase, nine of the 12 regions have spent 5 percent or more in development sector with four regions, Karnataka, Bengal, Bihar and Madhya Pradesh spending over 15 percent. Karnataka is the highest with 25.7 percent in this sector a rise of 24 percent as compared to the first phase. In the productive sector, the funds of all regions was less than 35 percent, a complete turn about from the first phase. Karnataka which had the highest percentage in the first phase cut down by almost 50 percent in the second phase in this sector. At the other end Agra which had spent the least in the first phase, just around 30 percent is the highest in the second phase with 34.42 percent. In the welfare sector, a little over half of the regions each account for 30 to 50 percent spent. while Agra, Andhra Pradesh, Orissa, Tamil Nadu, and the Western regions had spent below 30 percent in this sector.

Madhya Pradesh which spent highest in this sector in the first phase has dropped by 19 percent in the second phase. In the relief sector just three regions (Bengal, Karnataka, North East) spent between 20 and 25 percent while the remaining nine were well over 25 percent, with Andhra Pradesh recording the highest 76.5 percent an increase 69 percent over the first phase. Madhya Pradesh which had the lowest of 1.14 percent in the first phase recorded an increase of 29 percent in the second phase. While there is ample evidence of an appreciable increase in the relief sector in the second phase which could be mainly due to the calamities, with the exception of Orissa all regions have a significant increase in development sector.

This may indicate a growing preference for development. The productive sector reveals a clear decline followed by welfare sector.

In the third phase the amount spent by each of the regions in the development sector is above 5 percent. Bihar, Karnataka, Madhya Pradesh, Tamil Nadu and Western regions each spent over 20 percent with Madhya Pradesh registering the highest at 48 percent which is an increase of 32 percent over the second phase. In same regions the increase from the second phase has been between 10 and 15 percent and in others between 3 and 5 percent. Karnataka, though spending over 20 percent in this sector, is then only region to have a drop of 4 percent in the third phase. To the productive sector although a few individual regions have shown an increase the overall picture in this sector has indicated a drop. Karnataka seems to have made a come back with a 25 percent increase over the second phase and

Tamil Nadu increased by 10 percent. Agra region registered the highest drop by 22 percent from the second phase.

In the welfare half the number of regions have each indicated an increase from the second phase while the other half have each registered a slight drop. The highest increase registered is 27 percent in the Agra region and the highest drop is 29 percent for the Bengal region. In the relief sector just four regions have shown an increase from the second phase while Bengal region has increased by about 23 percent. Two other regions increased by 10 percent. All other regions have registered a drop of varying percentage the highest being the western region by 22 percent.

It will be recognised that there could be differentials in inputs in different zones according to the local needs, level of infrastructure and so on. More generally when the shift was towards development and the positive efforts of animation were being stepped up, those regions which were ready for development were able to apply for and get more funds. A case in point was the Tamil Nadu region.

As Caritas India moved towards development, the funding pattern also has to move in the same direction and so those dioceses which were ready for it by virtue of having done the spade work and prepared the infrastructure for it would get initial advantage. This has to be viewed in the larger context of preparedness. For example it has been seen and it becomes self evident that each and every diocese and region can and will request for funds for welfare projects — the specific projects depending on local needs. But then all have basic needs and applications will continue to be submitted. To a lesser extent the case may be the same with productive projects. It is to a lesser degree because one must be able to identify the vocational projects best suited for the local population and in the context potential applicants must also be able to envisage what would be the potential for the utilisation or demand for the vocation in the local labour market. If it is intended to support self employment or income generating projects, one cannot deny that there would be a demands for such funds. But project applicants have to do the spade work.

Coming to development projects - especially animation, adult and health education, the applicant may, on receipt of the funds, have to invest in time and effort to a greater extent, have a higher level of commitment, competence and sacrifice. If the applicant is not "upto the demands of development" projects and not all have it, the applications will necessarily be low. Therefore there are very many who can organise welfare projects and probably productive projects too, but not all that many can embark on development projects.

Therefore Caritas India has over the years increased its animation work and stepped it up considerably since 1983. Animation does not get an automatic response by way of applicants for projects.

One cannot rule out the possibility that there could be resistance to development projects. But it is gratifying to find that some regions have been doing such work and made use of occasion to launch themselves and become development oriented.

Finally, some regions may have built up a better infrastructure because of the

- a) availability of appropriate personnel
- b) forward thinking of the church hierarchy in the zone
- c) been traditional Church areas for many generations
- d) the concentration of catholics in the region making communication and co-ordination easier.

In the final analysis, from the historical perspective there is no doubt that the actual support to projects by Caritas India has followed quite closely in the heels of the development thrust and related policies of Caritas India.

CHAPTER FOUR

EMPHIRICAL EVIDENCE

The history of Caritas India, as seen in Chapter Two, reveals that it has moved during the first twenty five years of its existence from a state of being OBJECT—concerned with charity and welfare of the people — to a position of being SUBJECT, advocating the development thrust as an appropriate road towards integrated human development. In fact the third phase of its history, 1983 to 1986, has been characterised as the development phase of the organisation.

A review of the seven thousand odd projects that were funded through the efforts of Caritas India during the twenty five years provide historical evidence to the effect that the organisation was indeed translating its vision into action through a meaningful funding of projects to applicants from different parts of the country. In essence the organisations' purpose and practice were in the process of being synchronised.

To what extent does this consensus of thought and action extend to those who associated with the implementation of the project themselves. In other words is there a fairly high degree of consonance between the changing thrusts of Caritas India and the projects and specially the perceptions, and hopefully the action of the 'actors' in these projects? Operationally, it would have called for a study of all projects, or at least a sample of project, that were funded over the years to ascertain whether the 'actors' reflected the vision and thrust of Caritas India. Given the serious limitations of not merely the sources but more important the difficulties in tracing these projects and 'actors' it was decided to confine the search for empirical evidence to the projects funded during the third or development phase of Caritas India.

The purpose, as stated in Chapter One of this limited exercise was to find out the extent to which the projects and especially the 'actors' were in consonance with the development thrust of Caritas India. This Chapter, presents the empirical evidence that has been collected to answer this question.

The chapter has been divided into three sections:

SECTION ONE: PROJECTS AND PEOPLE, presents information on the purpose of the Caritas India funded projects, and inputs as well as the profile of the projects-in-charge and the Target Group.

SECTION TWO: OUTPUTS AND OUTCOME, describes the specific benefits derived by the people, the achievements of the projects, fulfilment of project purpose, and the long term and future plans for the project.

SECTION THREE: THE IMAGES, summarizes the views of the projects-in-charge on Caritas India and its Regional Officers

SECTION ONE

PROJECTS AND PEOPLE

1. THE PROJECTS

A. PROJECT PURPOSE

In order to ensure continuity and comparability of data in an historical perspective in Chapter Three, projects-in-charge were given a list of seven categories of projects and requested to state which of these conformed to the purpose of their project. These seven correspond to the three primary sectors referred to in Chapter Three.

Table: 4.1. **PURPOSE OF PROJECTS (%)**

<i>SECTOR/SUB-SECTOR</i>	<i>NUMBER</i>	<i>PERCENTAGE</i>
1. Welfare	137	43.4
a. Water supply	68	21.5
b. Partial self-sufficiency	43	13.6
c. Medical facilities/services	13	4.1
d. Formal education	13	4.1
2. Productive	100	31.6
e. Income generation	57	18.0
f. Vocational skill/training	43	13.6
3. Development	79	25.0
g. Awareness building/ health education	79	25.0

According to the Projects-in-charge, of the 316 projects, about 43 percent were welfare oriented projects, 32 percent were productive, and the remaining 25 percent were in the development sector.

The purpose of the single largest percentage of specific projects was the building of awareness among people and especially for imparting health education to women.

Secondly, in order of size, was the supply of water to families, whole villages and to welfare institutions.

Having obtained the classification of the project according to the PICs, we were keen to find out from the beneficiaries their version of the purpose of the project with which they were associated. If there were major differences in the two viewpoints, it may be difficult to reconcile the views of the two parties to other aspects of the projects.

Almost 5 percent of the beneficiaries could not state what was the purpose of their project. Another 38 percent reported that their project was welfare oriented. Slightly less than 33 percent felt it was productive in nature. The remaining 24 percent said that their project was development oriented.

In order to find out if the beneficiaries' perception of the purpose of their projects tallied with that of the PICs cross check was undertaken. The results are given below:

Table: 4.2 **PICs AND BENEFICIARIES BY PURPOSE OF PROJECTS** (%s)

<i>PICs</i>	Beneficiaries				<i>All PICs</i>
	<i>Wel.</i>	<i>Pro.</i>	<i>Dev.</i>	<i>NR*</i>	
					(316)
Welfare	86	6	3	5	43
Productive	7	80	8	5	32
Development	11	9	75	6	25
All Ben (5518)	38	33	24	5	

* NR = No response.

Overall, 81 percent of the views were identical i.e. there was complete agreement between the concerned PICs and Beneficiaries, as to the purpose of their project. The remaining 19 percent can be more or less equally divided into three groups

- a) Beneficiaries reporting "higher" sector = 6 percent (wel-pro)

(wel-dev)

(pro-dev)
- b) Beneficiaries reporting "lower" sector = 7 percent (dev-pro)

(dev-wel)

(pro-wel)
- c) Beneficiaries not responding = 6 percent.

As will be seen later, scrutiny of responses to a number of questions leaves us with the impression that a number PICS and the beneficiaries could have equated productive projects with welfare projects.

If this argument is accepted, then the overall agreement percentage moves up to 85 percent. About four percent of the welfare and productive projects were classified by beneficiaries as development projects and five percent beneficiaries their development projects as welfare or productive projects. Thus the difference of 15 percent in the classification of projects should be kept in mind when comparing the PICs and Beneficiaries with respect to different aspects of the project.

B. COMMUNITY PROBLEM AND PROJECT PURPOSE

We now consider the relevance of the projects to the problems of the community in which the projects were located. First, we present the most important community problem as perceived by the PICs, and then ascertain the relationship between the problem and the project.

The PICs listed as many as 39 problems which, in order of their complexity and the sector to which they functionally belong, can be classified as falling into one of the following:

- a) Welfare area (81 per cent of the 39 problems),
- b) Productive area (8 percent), or
- c) Development area (11 percent)

Did the projects address themselves to the problems? Two out of every three PICs, answered in the affirmative. Sectorwise 59 percent of welfare, 66 percent of productive and 81 percent of the PICs who were in charge of development projects answered in the affirmative.

We shall now follow this up with a more pointed question as to which is the type of problem that each category of projects had aimed to fulfil.

Table: 4.3 **PROBLEM AREAS AND PROJECT PURPOSE (%)**

<i>PURPOSE</i>	PROBLEM AREAS			<i>Total (100%)</i>
	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	
Welfare	86	8	6	137
Productive	81	10	9	100
Development	73	4	23	79
All	81	8	11	316

The primary concern of the welfare projects was welfare problems. However, the primary concerns of productive and development projects were also welfare problems. On the face of it one may be inclined towards the view that the majority of those in charge of productive and development projects were not really serious when they had replied in the affirmative. On the other hand, it is not improbable that those in charge of development projects were of the view that it is through people's organisation that these problems were being dealt with. In other words, many of the mundane physical, environmental shortcomings could be tackled much more efficiently when the people have organised themselves and they could also demand from the authorities concerned the facilities due to them. Thus one may say that they adopted an indirect approach which could be considered a means to a permanent solution to the handling of problems — be these welfare or productive.

In the case of those incharge of welfare projects, the approach, in a majority of instances, was a direct one, in that they identified the problems that were welfare oriented and offered appropriate projects. One may stretch the argument and include the productive oriented problems as being within the purview of welfare projects. But, it would be extremely difficult to justify the tackling of development oriented problems through welfare projects. But here we must keep in mind that a good proportion of the PICs in welfare projects said that their projects did not cater to the problems.

It would be a difficult task to reconcile the fact that 81 percent of those in charge of the productive projects had mentioned the primary problems as being welfare oriented, and yet 66 percent reported that their project was related to the problem area. The difficulty arises because it is hard to explain the relationship in the manner as was done for the welfare scores. Nor can one see it as a means to an end as in the case of development projects.

Given this, the only way to explain the situation would be to say that the PICs saw the welfare problem that they identified as falling within the purview of the productive sector eg. low wages, unemployment and so on which could be tackled through appropriate productive projects like vocational training, income generation activities, loans etc.

C. INPUTS

In order to ascertain what were the Caritas India funded inputs into the projects and the utilization of these inputs, PICs were asked the following questions:

1. Items purchased through Caritas India funds
2. Extent of utilization of items, and
3. Provision for maintenance of items.

Response to the above are now presented.

1. *Items*

An illustrated list of items that the PICs had acquired, according to the needs of their projects, from the funds they received through Caritas India is given below

	<i>Number</i>
<i>Financial</i>	
Cash/monetary help for water supply/wells	1
Incentive deposit/financial aid for demonstration	10
Salaries for instructors	18
Financial aid for camps, seminars salaries	20
Sub Total	49
<i>Economic</i>	
Medical equipment	6
Gobar gas plant	8
Agricultural development/pesticides	11
Pump sets/water tanks/washing machines	2
Beds, utensils, linen etc.	7
Classroom furnitures/cupboard for medicines	4
Tailoring/knitting/machines/typewriters/accessories	17
Raw materials	12
Sub Total	67
	73

Construction

Construct building/classrooms, etc	5	
Work shed	16	
Sub total		21

Training:

Conducted training prog./leadership training prog.	19	19
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Miscellaneous

Food for mother and child health projects	3	
Electricity	8	
Vehicles/jeeps/repairs of jeep	9	
Sub Total		20

Total		208
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Quite a few PICs did not give specific information on this question.

2. Utilisation

The vast majority of 85 percent of the projects-in-charge said that they had fully utilized the items that they had acquired. Sectorwise, it was 88 percent for welfare projects, 81 percent for productive and 87 percent for development projects.

Of the 46 PICs who reported their inability to fully utilise the funded items, 13 gave one or the other of the following reasons:

Banks hesitant to offer loans/more loans	—	4
Whole community not involved	—	6
More trained personnel needed	—	1
High cost of services	—	1
Local supply not assured	—	1
		<hr/>
		13
		<hr/>

As many as 33 PICs did not respond to the question.

3. Maintenance

The third question put to them was regarding maintenance of item. This applied to only those who had acquired capital items that needed maintenance.

<i>Response</i>	<i>Number</i>
Training people to take over/forming people's organisations	20
Proper use of equipment/trained personnel	14
Increasing material resources	12
Financial arrangements made	10
	<hr/>
Total	56

Just over a third of the 56 PICs said that they were preparing the people themselves to assume responsibility. Another one fourth were using trained personnel.

III. PROFILE OF PROJECTS-IN-CHARGE

A question that is invariably raised when projects are being discussed is this: who are the projects-in-charge, what is their background, do they have professional knowledge and skills to undertake welfare and productive and development projects, what are their value orientations, and so on. Relevant information on select characteristics and value orientation of the PICs were collected from them and from the subject matter of the following pages.

To facilitate easy reference regarding the differential characteristics of the PICs of the three primary sector projects, the relevant information has been presented in a consolidated table below.

Table: 4.4: **PICs BY SELECT CHARACTERISTICS/VALUE ORIENTATIONS AND PROJECT SECTORS** (‰s).

		Wel.	Prod.	Dev.	All	(100%)
1.	<i>Demographic</i>					
a.	Sex: Men	40	32	26	79	(251)
	Women	56	30	14	21	(65)
b.	Age: upto 39 years	44	30	25	38	(121)
	40 - 49 years	43	28	30	31	(99)
	50 - 59 years	44	32	23	20	(62)
	60 + years	40	45	15	11	(34)
2.	<i>Preparation for dev. work.</i>					
a.	<i>Training</i>					
	little/none	62	31	8	18	(57)
	Short term	40	37	23	42	(131)
	Formal education	39	26	35	35	(128)
b.	<i>Past Projects:</i>					
	Yes	57	63	77	64	(203)
	No	43	37	23	36	(113)
c.	<i>No. of yrs doing</i>					
	<i>Social work:</i>					
	upto 6 years	48	28	24	21	(69)
	7 to 12 years	41	30	30	30	(94)
	13 + years	44	34	22	49	(153)
3.	<i>Value orientation</i>	W	P	D	ALL	
a.	<i>Consciousness:</i> Low/mod.	52	29	19	36	(114)
	High	40	34	25	58	(183)
	V.High	22	23	55	6	(19)
b.	<i>Approach to development:</i>					
	Moderate	63	21	16	6	(19)
	High	48	37	15	108	(76)
	V.High	32	36	32	189	(60)

c. *Thrust Towards Human
Development*

Development Oriented	29	30	41	24	(76)
Welfare Oriented	48	32	20	76	(240)

Having presented the distribution, let us look at the different responses.

1 DEMOGRAPHICS

a. Sex

Four out of every five PICs were men, would it be correct to say that women more than men, are likely to be incharge of welfare projects, that men, more than women would be ready for development projects. This difference is attributed to a common observation that women, especially nuns manage many welfare organisations and especially institutions and medical centres. At the other end, given the kind of demands on time, energy and effort and may be movement from place to place organise meetings at odd hours and so on, men are more suited for development work. As regards productive projects it would seem that either of the two sexes could easily assume responsibility depending on the nature of training in vocational projects, income generation projects, etc. There is a real difference between the sexes of projects in charge and the Primary sector projects of which they were in charge. The percentage of women projects-in-charge decreases, and male projects-in-charge increases, as one moves from welfare projects to development projects. So women seem to be more likely to be in charge of welfare projects, and men in charge of development projects. Either sex is likely to be incharge of productive projects.

b. Age

About seven out of every ten PICs were below 50 years of age, and at the prime of life. One could expect them to be open to new ideas and thinking as well as have the courage to experiment with new methodologies for achieving integrated human development. When one considers age as a probable characteristic, differentiating projects-in-charge of specific types of projects, one would anticipate that the younger age group would be in charge of development projects and the older in charge of welfare or productive projects. This is anticipated for two reasons. First, as development being a relatively more recent approach, the younger are more likely to have "grown" with it as a more meaningful way of bringing about social transformation.

Secondly, the younger projects-in-charge are also the ones with the energy, enthusiasm, time and perseverance to try out and stay with such projects.

The older project-in-charge, on the other hand, must have been working with welfare or productive projects for many years. Moreover they have the patience to teach and train and so would be preferred for productive projects.

Comparing the age groups to which the projects-in-charge belonged one gets the impression that, on the whole, the younger groups of upto 49 years were

in development work, and the older (60+ years) in the productive sector. There was no difference between the age groups in respect of welfare projects. This is clearly brought out in the summary statement below:

<i>Age Categories</i>	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Upto 49 years	49	29	27	69
50 + years	43	37	20	31

Overall therefore, the expected has been achieved. But a very important point that must be remembered here is that these differences in statistical parlance, do not constitute a significant difference among the age groups. So one cannot say that such a difference among the projects-in-charge would constitute a real difference.

2. PREPARATION FOR DEVELOPMENT WORK

a. Training

Eight out of every 10 PICs had attended short term or long term formal education training projects in social works. One would anticipate that those who had formal education for developmental work and acquired a degree and or a post graduate degree or diploma would be incharge of development projects. It would be difficult to anticipate the training level of those in charge of the welfare or productive projects.

It is quite clear from table 4.4 that there is an association between the level of training of the projects-in-charge and the type of project of which they were in charge. Looking at those with little or no training it will be seen that a majority were in welfare projects. Those with short term training were in welfare or productive projects and those with formal training were in welfare or development projects.

Overall as level of training increased, the percentage of PICs in welfare projects decreased and in development projects increased.

b. Past Experience

This aspect has two components:

- whether or not the projects-in-charge had worked in any community project in the past, and
- The total number of years that they had been doing social work.

The responses are presented without preliminary statements because we had no specific clues to offer. It will be seen from the above that the percentage of PICs who had undertaken project work in the past increase from welfare to productive to development work. In fact, the relationship between project sector and past project experience is highly significant. But it must be noted that the majority had experience with project work in the past.

As regards the number of years for which the different PICs were in social work, one sees that there are only marginal differences among them and so no specific trend emerges. Closely related to the issue of past experience in the nature of pro-

jects in which the PICs were involved. Hence those who reported that they had prior experience were asked to have the nature of project. Their responses are given below.

WELFARE		151	78
Basic amenities (water supply etc)	60		34
Partial self-sufficiency (hostels, orphanages etc)	24		12
Formal education facilities	23		11
Medical facilities/services	21		10
Rehabilitation handicapped/aged destitutes etc.	23		11
PRODUCTIVE		20	10
Income generation facilities	10		5
Vocational skills/training	10		5
DEVELOPMENT		20	10
Awareness on problems of society	20		10

The majority had worked on welfare projects.

3. VALUE ORIENTATIONS

a. Consciousness

Basically, the development projects are best handled by those with a critical level of consciousness. This does not imply that those in welfare or productive projects need not be critically conscious. It only means that its influence on the projects would be less direct.

The results indicate that PICs who were favourably placed on the consciousness level would more probably be in charge of development projects. In fact as the level of consciousness dropped the percentage of PICs in welfare projects increased from 22 to 52 percent. At the same time in the same movement for as the level dropped, the percentage in development project also dropped. That there is a significant association between project sector and level of consciousness.

b. Approach to Development

The vast majority of PICs whose approach to development is moderated are engaged in welfare projects. less than 20 percent of them are engaged in development projects. Those whose approach to development falls under good category, a little less than half are engaged in welfare projects followed by productive projects and a small percentage of 15 are engaged in development projects. Coming to those whose approach to development is high, a little more than one third are engaged in productive projects with an equal percentage in welfare and development projects. It is clear that those PICs whose approach to development is high tend to involve themselves more in productive and developmental projects as compared to those whose approach to development is moderate or to certain extent good.

c. Thrust

It will be recalled from Chapter One that while discussing the formation of indices we had explored the thrust orientation of the PICs using a separate specific set of procedures. It would be useful to present at this point the results that were obtained at each step of the procedure and to comment on these results.

It will be recalled that the projects-in-charge were given a set of 20 statements which collectively related to six major goals that projects usually could address themselves to. They were asked to indicate the extent to which each of these was appropriate for projects. According to their responses the Projects-in-charge were scored and classified on the basis of their scores, into four groups. The six goals, the statements that constituted each goal, and the distribution of the projects-in-charge on the basis of their scores are given below:

Table: 4.5: **PROJECT GOALS AND LEVELS OF ACCEPTANCE (%)**

<i>Goals</i>	<i>Low</i>	<i>Moderate</i>	<i>High</i>	<i>V.High</i>
1. <i>Humanise People</i>	0	3	21	76
a. Have respect for human person.				
b. Love all human beings.				
c. Promote healthy environment.				
2. <i>Organise People</i>	1	9	20	70
a. Organise people to determine their own growth.				
b. Enable people to discover the resources within themselves.				
c. Heighten the awareness and critical ability of people.				
d. Enable people to achieve economic self-reliance.				
3. <i>Means to End</i>	4	18	37	41
a. Gain entry into the community.				
b. Gain the confidence of people.				
c. Enable people to discover their resources.				
4. <i>Welfare Services</i>	2	24	29	45
a. Rehabilitate handicapped/destitutes.				
b. Promote formal education.				
c. Organise vocational training/services.				
d. Organise relief and rehabilitation work.				
5. <i>Commitment to People</i>	20	23	28	20
a. Use one's skills for the betterment of others.				
b. Take part in rallies, demonstrations/ protests.				

- a. Give material help to people.
- b. Provide financial aid.

When one critically looks at each of the six major goals and the rank order of choice made by the projects-in-charge, the outcome is as follows:

First	instilling human dignity in people,
Then	organising them,
Making this	a means to an end,
that is	people's welfare.

Thus out of six goals offered to them, the projects-in-charge ranked the humanise people goal as the top most importance. In essence, if one interprets it from a human angle, it would imply upholding the concept that man should be helped to move from a state of "Fate" to a state of "Faith" and "Hope" from a position of inequality to one of equality among men, and helped become subject. To be an object is to be dependent, to be less than equal, to be mere recipient and to be in a dehumanised state. Hence, the first objective would be to call upon the people to grow out of this dehumanised state, to become equal and humanised, to become independent of the dictates of others, to be able to negotiate their own future

But this move from fate to faith, from being marginalised for generations to becoming equal and human cannot take place unless those who want the marginalised to move up also have love and compassion. Compassion here does not mean merely "feeling sorry" for the plight of others but a feeling of human brotherhood in which one has to be moved with "compassion" for the neighbour. i.e. feel committed to them. In sum, one has to work towards that goal of a radical change of heart. In reality it would mean action- i.e. sensitizing people to each others needs, and creating unique opportunities to translate their desire into action by organising people.

This efforts towards building up a community of human beings, not for selfish fulfilment but for the fulfilment of ail members of the community, should be considered as a step by man towards the Kingdom of God.

This unconditional selfless love for others, for the human persons, by relating to one another and working for one another is what the second ranking goal aims at. It challenges each and every one to realize (make real) this love of breaking the bastion that blocks the flow and prevents the reaching of the goal. The ultimate goal is the integration of all men and women into one human family. The meek and the weak will see this as a family wherein God is "ABBA" and men and women are brothers and sisters.

Hence, the aim in the second goal is not to work for personal gains but to work for societal change, where all attention is on and around men and women living together as children of the one God for the one ultimate goal — Freedom, Fellowship, Justice — which too is a step towards establishing the Kingdom of God on earth.

It follows from the above that the third ranked goal sees the two earlier mentioned goals as a means to an end. The end has not been spelt out. It is implied and so has to be inferred. Going by what has been stated with reference to the first two goals the end is profound and not mundane. Ends need not always be abstract. They can and need to be concrete as well, e.g. the need for daily bread, shelter, health, education etc.

It is surprising that welfare finds itself placed as the fourth ranked goal. The here and now is thus fairly and squarely placed in the right perspective — as one waits vigilantly, catering to the immediate as a means to establishing the one family. Metaphorically speaking it means getting the oil and keeping it burning, doing the mundane and the elemental and in the process preparing for the building of the one family — the one kingdom.

In all the above, commitment cannot be divorced from them. Hence, commitment as an objective can't have an independent identity. It cannot be an end in itself. It has to be harnessed to a vision, to a goal, to a purpose. Therefore, the dilemma, if one may so call it, resulting in the low ranking that was given to it.

All said and done, the above goals are for people. It is necessary that people be assisted, not as an end in itself, "for man does not live by bread alone", but having received the bare necessities of life, not remain a mere recipient of the largesse of society but join in the effort to transform society.

The six goals were further analysed, using advanced statistical techniques, and it was found that these six could be clearly regrouped into two primary thrusts of community organisation. For the purpose of this study, these have been labelled as:

- a. Development oriented thrust and
- b. Welfare oriented thrust.

On the basis of the responses given by the projects-in-charge earlier in respect of the six objectives, their "thrust score" was computed and they were subsequently placed according to the scores in one of the four categories. The thrust, their respective goals and the distribution of projects-in-charge according to the level of acceptance is given below:

Table 4.6: THRUST AND LEVEL OF ACCEPTANCE OF THRUSTS

	<i>Low</i>	<i>Mod</i>	<i>High</i>	<i>V.High</i>
1. Development Oriented	0	3	21	76
a. Humanise people				
b. Organise people				
2. Welfare Oriented	1	26	52	21
a. Welfare services				
b. Assist people				
c. Means to end.				
d. Commitment to people				

Reviewing the results presented above, it will be seen that the development oriented thrust has been selected in preference to the welfare. But the welfare perspective has not been rejected out of hand.

A close scrutiny of each of the thrusts also bears this out. In the development perspective, the views are very clear and categorical in that humanising and organising goals fall fairly and squarely within the development thrust.

In the welfare perspective there seems to have been a rejection of the assistance goal. In fact a reading of the items that constitute this thrust shows it to be more relief than welfare oriented. Hence, one could probably introduce a third thrust relief and rehabilitation.

Looking once again at the two thrusts it becomes evident that these do fit in neatly with the framework that has been drawn at the beginning of Chapter Two. The basic point here is that there is a continuum from OBJECT to SUBJECT. By implication, it was argued that a development perspective would be SUBJECT oriented and welfare perspective would be OBJECT oriented. Applying this to the present data, it can be said that those projects-in-charge who were more development oriented in their views were in tune with Caritas India's current position and thrust. This is not to be construed to mean that the welfare perspective stands rejected. As already pointed out in the earlier chapter it would always be necessary for Caritas India to support welfare oriented projects.

Having presented the differential presence for the two thrusts, it is necessary to find out how the projects-in-charge finally placed themselves on the theoretical charity to development continuum. For this purpose their scores with respect to the six goals were reviewed and classified to obtain an aggregated 'perspective score'.

The outcome was that practically no project-in-charge had a perspective that could be labelled as charity oriented or even primarily welfare oriented. The vast majority took a stance that leaned heavily towards the developmental end of the continuum or were well astride 'welfare — development' zone. But in order to avoid confusion in values the projects-in-charge have been grouped into two categories, the welfare thrust oriented PICs, and the development thrust oriented PICs. In the first group were 76 percent of the 316 projects-in-charge and in the second group were 24 percent.

A review of relevant results indicate that, by and large, the average perspective score is higher for men than for women, and it increases, with age, training for social work, experience of having undertaken projects in the past level of consciousness.

As will be seen from Table 4.4 the percentage of development oriented PIC increased from welfare to development projects. The reverse is true of those who were welfare oriented. From a statistical perspective the relationship between perspective and being in charge of specific sector projects is highly significant and the difference is real.

An exercise was undertaken to determine the extent to which one could predict, on the basis of the above listed characteristics of the projects-in-charge, that their preference would be development oriented rather than welfare oriented. The level of consciousness was not selected for the reason that it would not be possible to discern a person's level of consciousness without administering to him or her a battery of questions and then rating the responses using the Paulo Freirian methodology. Forcing an applicant to fill in a questionnaire of this kind may prove to be sensitive and embarrassing. On the other hand information on the other five characteristics can be easily discerned from the application form and especially from the bio-data of the prospective applicant.

After a series of trials with alternate models it was found that three variables taken together help in a better way to differentiate those with a development orientation from those who are not so oriented. The three characteristics are:

- a. Age: (the older the project-in-charge)
- b. Training for Social Work (the more the training) and
- c. Experience in conducting past projects (those who have undertaken).

have a greater likelihood of being development oriented. More specifically seven out of every ten projects-in-charge having these characteristics against five out of every ten who did not, are likely to be development oriented.

IV. TARGET GROUP

A. Size

An attempt has been made here to present information given by the project-in-charge regarding the target group. The specific information presented here pertain to:

1. The size of the target group: as expected and actual, and
 2. Characteristics of the people for whom the projects were intended.
- We shall now present the findings with reference to each.

1. SIZE OF BENEFICIARIES

While the first item is in terms of numbers the latter is represented as a percentage of the expected.

Table 4.7: PROJECT SECTORS AND SIZE OF TARGET GROUP (%s).

	Welfare	Productive	Development	All
a. <i>Expected</i>				
1. upto 100	28	53	11	33
2. 101 — 500	20	18	16	19
3. 501 — 1000	28	9	8	10
4. 1001 or more	23	18	64	38

b. *Actually Covered*

1. upto 20 percent	6	12	8	8
2. 21 — 40 percent	5	12	13	9
3. 41 — 60 percent	15	14	15	15
4. 61 — 80 percent	19	18	25	20
5. 81 — 100 percent	55	45	39	48

The majority of projects were able to reach more than half the targetted population. As one would expect the welfare sector compared to the other two sectors, was able to move much closer to the expected.

2. CHARACTERISTICS OF TARGET GROUP

We now come to the select characteristics of Beneficiaries and Non-Beneficiaries who together form the target group.

Table 4.8: **SELECT CHARACTERISTICS OF BENEFICIARIES AND NON-BENEFICIARIES (%)**.

	<i>Beneficiaries</i>	<i>Non-Beneficiaries</i>
1. DEMOGRAPHIC		
a. SEX		
Male	52	61
Female	49	39
b. AGE		
upto 19 years	17	9
20 - 29 years	32	33
30 - 39 years	24	30
40 - 49 years	16	19
50 - 59 years	7	6
60 - 69 years	3	2
70 + years	1	1
2. SOCIO-ECONOMIC		
a. EDUCATION		
not attended school	25	24
studied upto 7th std	35	32
studied upto SSC	31	33
diploma/graduate	7	9
post graduate	1	2
b. CASTE		
Scheduled caste/tribe	45	39
Backward class	31	37
Forward caste	22	24

c.	HOUSING		
	Rented	11	11
	Owned	83	89
d.	LAND HOLDINGS		
	No land	40	34
	1 acre	27	28
	2 — 3 acres	19	23
	4 - 5 acres	7	7
	6 - 10 acres	5	4
	11 + acres	2	3
e.	OCCUPATION		
	Household work	20	17
	Semi skilled	45	55
	Skilled	2	2
	Small business	13	7
	Professional	12	9
f.	AVERAGE FAMILY INCOME		
	upto Rs 100	3	2
	Rs. 101 - 200	13	12
	Rs. 201 - 300	18	16
	Rs. 301 - 500	23	22
	Rs. 501 - 750	12	14
	Rs. 751 - 1000	11	13
	Rs. 1001 - 1500	7	8
	Rs. 1501 - 2000	4	5
	Rs. 2001 +	4	6
g.	SAVINGS		
	Nil	77	76
	upto Rs. 25	7	4
	Rs. 26 - 50	5	5
	Rs. 51 - 100	4	8
	Rs. 101 - 200	3	
	Rs. 201 - 300	1	1
	Rs. 301 +	2	1
h.	DEBTS		
	Above Rs. 1500	34	36
	Upto Rs. 1500	4	5
	Upto Rs. 1000	6	7
	Upto Rs. 500	5	6
	Upto Rs. 250	3	4
	Nil	47	42

i. SOCIO-ECONOMIC STATUS (items a to h)

Poor	11	14
Moderate	75	70
High	13	14
V. High	1	2
Average SES percent score:	51	51

3. VALUE ORIENTATION

a. CONSCIOUSNESS

Low	7	6
Moderate	43	39
High	39	40
V.High	11	15
Average CON. Percent Score:	64	66

b. COMMITMENT

Low	14	15
Moderate	29	31
High	41	42
V. High	15	12
Average COM. Percent Score:	64	63

c. APPROACH TO DEVELOPMENT

Low	1	2
Moderate	13	30
High	46	52
V. High	40	16
Average AD Percent Score:	81	71

1. Demographic Characteristics

Reviewing the demographic characteristics of the beneficiaries we find that sexwise there is an equitable distribution of men and women. Among non-beneficiaries three out of every four were men.

Of the total beneficiaries 3/4th were below 40 years of age, with just about 50 percent being below 30 years of age. About 72 percent of the beneficiaries also were below 40 years of age. The vast majority of the beneficiaries and non-beneficiaries had nuclear families.

Although around 75 percent of the beneficiaries and non-beneficiaries had received some education, yet a fourth of them had not even attended a school or received any formal education. Less than half the percent were from the scheduled caste/tribes. Two out of every five beneficiaries and one in every three non-beneficiaries owned no land at all. The vast majority of people were engaged in either household work or semi skilled labour. More, than half had an average family income of Rs. 500 or less. Only one in every four had some savings; while between

42 and 47 percent had no debts, over 30 percent of the beneficiaries had a debt of more than Rs. 1500.

Computing the socio-economic status of the beneficiaries and non-beneficiaries as a whole we observe that three out of every four belonged to the moderate category.

A comparison of the beneficiaries and non beneficiaries shows that the two differed quite significantly in respect of sex distribution (more males among non-beneficiaries), and in scheduled castes status (fewer among non-beneficiaries) But they did not significantly differ in respect of type of family and socio-economic status.

3. Value Orientations

a. *Consciousness*

About half the beneficiaries (49 percent) and non-beneficiaries (55 percent) had a consciousness score of over 50 percent. On the whole the average consciousness levels for the beneficiaries and the non-beneficiaries was 63 percentage points and 66 percentage points respectively. The difference between these percentages in favour of the non-beneficiaries implies that this respondent group was clearly more conscious of the reality in which it was.

The question now is: does this difference persist even among sub-groups of the beneficiaries and the non-beneficiaries. For example, would the men and women beneficiaries have lowest average consciousness level than their counterpart among the non-beneficiaries?

By and large the sub-group among the people did not differ from one another in any conspicuous manner. If at all there are differences of large size, it is the extremes.

Comparing the beneficiaries and the non-beneficiaries the difference is significantly in favour of the non-beneficiaries.

b. *Commitment*

Over half the people, among both beneficiaries and non-beneficiaries had a commitment level above the half way mark. Statistically speaking the level of commitment can be said to be almost identical for both segments of people.

c. *Approach to Development*

The beneficiaries, compared to the non-beneficiaries had a significantly better idea of the appropriate approach to development. This could, in large measure be due to their participation in the different projects.

C. NON-PARTICIPATION

The non-beneficiaries were asked:

- a) their reasons for not joining the projects,
- b) the likelihood of their joining it in the immediate future,
- c) and reasons if they did not like to join.

Out of the 1220, a high 80 percent gave their reasons for not joining the project and 47 percent said that there was no likelihood of their joining it. Their reasons for not joining and reasons why they would not like to join are listed below. The various reasons have been grouped into four categories and are listed below:

Table 4: 9. **REASONS NON-BENEFICIARIES NOT JOINED/NOT LIKELY TO JOIN PROJECTS (%)**.

	Reasons	
	<i>not joined</i>	<i>not likely to join</i>
1. Self Oriented Reasons		
Not interested/do like prog./not convinced/not satisfied with work	24	29
No time to get details/working full time	29	15
No indebtedness	1	0
No money/finance/poverty	3	5
Student	3	5
Employed/no security of jobs/ low wages	6	4
Health Problems	1	1
Not aware of benefit one could get/importance	5	14
Did not want to pay interest/heard of the prog. late	1	5
Afraid of conversion	0	1
Not profitable	3	1
Uneducated/.iliterate	1	1
Sanitation facilities available	1	
Sub-Total	78	81
2. Ineligible for Programmes		
Lack of water	1	1
Programme for women	1	1
Programme only for christians	1	1
Only for destitutes/Prog. only for children/poor/orphanages	2	1
Programme only for uneducated and economically backward	2	2
Housewife	2	1
Belong to other dioceses	0	1
Sub-Total	9	8
3. Agency Oriented Reasons		
Favouritism in giving funds	0	
Not asked to join		1
Caste problem		0
Nuns would not allow to draw water		1
Institute situated far	5	0
No proper teacher	0	0

Wanted to join but not taken	0	6
Unhealthy political interference	0	0
Non co-operation	1	0
Programme over	2	
Sub-Total	10	8
4. <i>Miscellaneous Reasons</i>		
Hospital nearby	0	0
Enjoy good health	0	0
Land not suitable/no land	1	1
No experience	0	0
Others	1	2
Sub-Total	2	3
<hr/>		
Total (100%)	555	985
<hr/>		

The largest number of reasons fall in the category of "self Oriented". Within this the three most important were the lack of interest; the lack of time and the lack of awareness about the project or its benefits.

Reviewing the general pattern that may be evinced from the above is that:

- a) a higher percentage of females than males did not intend to join the project
- b) as age increased the percentage intended to join decreased
- c) after a certain income level the chances of joining reduced as income increased
- d) as commitment decreased the chances of joining also decreased
- e) the decision to join was not a function of caste, primary sector in which the project was situated, or level of consciousness.

SECTION TWO

OUTPUTS AND OUTCOME

In this section we explore the primary issues of the benefits that the people had derived from the projects with which they were associated the achievement of the projects, the extent to which the projects had fulfilled their purpose, and the future plans that PICs had for their projects.

I. OUTPUTS

A. BENEFITS

The beneficiaries and non-beneficiaries were asked different questions about the benefits. Hence, their responses are presented separately.

1. Beneficiaries

The Beneficiaries views were sought on specific benefits that the people in general and they in particular had received from the projects. The benefits cover the following areas:

- a) Basic Amenities
- b) Educational Benefits
- c) Health
- d) Economic.

The specific items under each area of benefit, and the scoring procedures have been described in Chapter One. We now present below the average percentage scores for each aspect for the people in general (P), and the beneficiaries (B) in particular.

Table 4.10: BENEFICIARIES BY PROJECT SECTORS & AVERAGE PERCENTAGE BENEFIT SCORES FOR PEOPLE BENEFICIARIES (%).

<i>Benefits</i>	<i>Wel.</i>		<i>Prod</i>		<i>Dev.</i>		<i>All</i>	
	P	B	P	B	P	B	P	B
Basic Amenities	14	15	5	4	7	6	9	10
Educational	23	16	37	32	43	31	33	26
Health	20	21	12	12	32	33	21	22
Economic	4	5	14	15	6	7	8	9

P = People, B = Beneficiaries.

Let us first review the results with respect to each project sector comparing at the same time the people's and beneficiaries' own gains.

a) Welfare Projects:

- i. Basic Amenities: The benefits through basic amenities were poor for both people and respondents.
- ii. Education: The majority of people and beneficiaries had poorly benefitted from the welfare projects. Overall the people benefitted more than the beneficiaries.
- iii. Health: Again the majority had poor benefits from the health projects. On the whole the people benefitted more than the beneficiaries.
- iv. Economic: The vast majority had poor benefits from the project. However, in a reversal of trend the beneficiaries, on the whole, benefitted more than the people.

b) Productive Projects

- i. Basic Amenities: Most people and beneficiaries got poor benefits.
- ii. Education: The majority got moderate or better returns in education. The people benefitted more than the beneficiaries.
- iii. Health: Vast majority of people and beneficiaries got poor health benefits.
- iv. Economic: Here the majority got poor economic benefits. However, the people were better placed than the beneficiaries.

c) *Development Projects*

- i. Basic Amenities: Most people and beneficiaries got very poor basic amenities for the project.
- ii. Education: The people were distinctly more privileged than the beneficiaries as they got greater education benefits.
- iii. Health: The majority got moderate to high benefits and there was no difference between the people and beneficiaries.
- iv. Economic: Again the vast majority got very poor benefits.

We shall now compare across the project sector.

a) *Basic Amenities.*

- i. People: The vast majority got poor benefits.
- ii. Beneficiaries: the majority got poor returns
- iii. Both got very poor returns.

b) *Education.*

- i. People: The level of benefits increased as one moves from welfare to development projects. In other words, the productive associated with welfare projects received less benefits than those associated with productive projects who in turn received less than those associated with development projects.
- ii. Beneficiaries: The above is true for beneficiaries as well in so far as welfare projects on the one hand and productive and development projects are concerned on the other. Between the productive and development project the former was better placed.

c) *Health*

- i. People: The degree of benefits was least for productive projects, higher for welfare projects and highest for development projects.
- ii. Beneficiaries: The same is true for beneficiaries as well.

d) *Economic*

- i. People: The benefits were greatest for productive projects and lower and about the same for welfare and development projects.
- ii. Beneficiaries: The same applies to the beneficiaries also.

Overall, a comparison of the two groups show that the people in general gained a little more than the beneficiaries themselves. However, both the groups ranked the four benefits in the same order viz. educational benefits followed by health, and basic amenities with economic benefits the least. This showed the expected because any productive projects are economic oriented. Even there the emphasis is not so much or to a large degree on direct income earning activity but on helping the recipient to gain the knowledge and skills for income generation.

Education has always been argued as the single most important means for laying the foundation for increasing people's awareness and building of people's organisation.

2. Non-Beneficiaries

The Non-Beneficiaries were asked to indicate what were the benefits they derived from the project even if they were not beneficiaries in an active sense.

A high 24 percent said that they did not benefit in any way. Of those who did benefit, it was mainly through the welfare projects (46 percent), followed by productive projects (27 percent) and development programmes (26 percent).

When asked if the community at large had benefitted from the projects, a high 76 percent answered in the affirmative. The benefits were in the following areas: Basic Amenities:21; Health: 11; Training: 9; Economic: 20; and Group Formation:14.

A final question put to the non-beneficiaries was regarding the social benefits. The items included were regarding the coming together of people from different occupations, castes and religious groups, and the rich and poor.

Their awareness, along with the primary sector on which they were associated are as follows:

Table 4.11: **NON BENEFICIARIES BY PROJECT SECTOR AND LEVEL OF BENEFITS (%)**.

	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Low	19	29	23	261
Moderate	22	19	26	22
High	21	28	21	24
V.High	59	25	30	31

It is interesting to find that the coming together of different categories of the community is highest for welfare projects (80 percent are in the high and very high) and just about average for the other two. The high score for the welfare projects could be because people from all castes, creeds, occupations and income groups come to the same service centre for their welfare requirements. So one is left wondering whether this amounts to "coming together and interacting with each other" in the fully involved sense, or just that different people come to the same locus of activity. If it is the former then one could consider the interaction to be a preparation for the introduction of the development projects to be most beneficial and meaningful.

B. ACHIEVEMENTS

Having considered the specific material gains to the people as a result of the projects, we shall now focus attention on the non-materials aspects which are considered valuable indications of the extent to which the infra-structures for integrated human development work has been laid.

The three major aspects are:

1. people's participation in projects and
2. formulation of people's organisations.

The views of both the PICs and the beneficiaries were tapped in this study and are presented in sequence.

1. People's Participation

It will be recalled from Chapter One that the views of the PICs and of the beneficiaries, were tapped with respect to whether the people had made any contribution to the project.

The results are presented separately for the PICs and the Beneficiaries.

a. PICS views

The PICs views are presented with reference to the project sectors.

Table 4.12: **PICs BY PROJECT SECTORS AND LEVEL OF PEOPLE'S PARTICIPATION (%s).**

<i>Participation</i>	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Low	89	60	52	71
Moderate	8	29	33	20
High	3	11	15	9

At the outset it must be pointed out that none of the PICs rated participation as "very high" (76 - 100%). There is a significant relationship between project sector and level of participation. From a substantive view point the real difference is between welfare on the one hand, and the productive and development projects on the other.

This is to be expected. By and large, people are involved in welfare projects as beneficiaries and recipients. In the productive projects the scope for their initiative increases. It has to be at its maximum in development projects.

From a substantive view point the distribution is about the same for both productive and development sectors. The general question that now emerges is: since development projects, by their nature, are built around people's involvement why did the development sector yield a less than expected level of participation. One reason can be that these development projects were slow in 'taking off'.

In other words in the initial stage much time and effort goes into building awareness and critical understanding before the people can participate as equals and then enter the phase of action.

b. Beneficiaries' Views

As with the projects-in-charge so too with the beneficiaries a total of 12 components are placed before them to ascertain the extent to which they felt people in general and they themselves had participated. However, each beneficiary had to answer each item with reference to self as well as to the people in general. Their responses, sectorwise are presented in the table below:

Table 4.14: **BENEFICIARIES BY LEVELS OF PEOPLE/SELF PARTICIPATION (%)**

<i>Level</i>	<i>People</i>	<i>Beneficiaries</i>
Low	67	70
Moderate	12	10
High	9	8
Very high	11	8
Av.% Score	42	38

According to the Beneficiaries, the people had a slightly better performance than they themselves. This was true of both areas and content.

Comparing the views of the PICs and the beneficiaries, it will be noted that the latter had offered a much higher rating of their participation.

The beneficiaries were asked as to who they thought had suggested having the project in the area. Their responses are given below:

	<i>Percent</i>
Don't know	9.0
Priests/outsideers	77.1
Government	0.5
People	10.9
Groups (youth, women, men)	2.5

Very clearly the people played only a small role in the introduction of the project.

2. People's Organisation.

The question yet to be answered is this: What were the achievements of the projects? The list of statements put to the PICs and beneficiaries pertaining to them have been listed below:

a. PICs Views

The views expressed by the PICs are now given below:

Table 4.15: **PICs BY SECTORS AND EXTENT PEOPLE'S ORGANISATION FORMED (%s).**

<i>Organisation</i>	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Low	51	64	49	66
Moderate	19	30	40	28
High	1	6	10	5

The results are that the development projects were best placed. This should not be surprising because the emphasis has been on the marginalised and intangible aspects. These directly focus on people and human relations. The primary purpose of development projects is on human development as an end product. In the

case of welfare, no matter how much one may emphasise the human aspect, when it comes to the detail of operations, the activities are around things and materials.

The productive projects can be viewed as the bridge that helps organisations as well as services to move from things to people, from the tangible to the intangible. Hence, the productive projects are placed in between the two — the welfare and the development.

An issue worth exploring is: does people participation projects enhance the chances of the foundation of people's organisation. To answer this let us compare the level of participation with the level of total achievement as measured by the component of extent of people's organisation.

Table 4.16: PEOPLE'S PARTICIPATION AND ORGANISATION (%s)

	<i>Low</i>	<i>Moderate</i>	<i>High</i>	<i>V. High</i>
Low	51	34	14	1
Moderate	20	57	21	2
High	13	37	42	8
V. High	8	33	44	15

The results reveal that as the level of participation increases the level of achievement also increases. Thus it confirms the often repeated observation that it is necessary to get people involved in projects so that the objectives of the projects can be definitely achieved.

b. People's Views

Now we present the views of beneficiaries and non-beneficiaries in relation to the project sector concerned.

Table 4.17: PEOPLE BY PROJECT SECTORS AND EXTENT OF PEOPLE'S ORGANISATION FORMED (%s).

	<i>Welfare</i>		<i>Productive</i>		<i>Development</i>		<i>All</i>	
	B	NB	B	NB	B	NB	B	NB
Low	63	64	40	57	54	64	58	61
Moderate	20	19	21	20	22	18	20	19
High	12	10	14	12	13	9	13	10
V.High	4	6	15	11	11	9	9	9

B = Beneficiaries, NB = Non beneficiaries.

Overall it would seem that:

- the beneficiaries had a better impression than the non-beneficiaries about project outcome
- among both beneficiaries and non-beneficiaries the productive projects were rated as having done better than the development projects which in turn had done better than welfare projects.

II. OUTCOME

The outcome of projects, has been ascertained through the question : to what extent the purpose of the project had been fulfilled. We now have to look at the answers first from the viewpoint of the PICs, and then from that of the beneficiaries.

a) Project-in-charge

Let us look at the results from the viewpoint of the different primary sectors.

Table 4.18: PROJECT SECTORS AND EXTENT OF FULFILMENT

<i>Projects</i>	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Not at all/ slightly	6	14	11	10
Quite a bit/large extent	17	45	35	23
Great extent	23	24	25	24
Almost all/completely	54	41	28	43

The percentage of PICs who reported as almost or complete fulfilment significantly decreases as one moves from welfare to development projects. This is to be expected in view of the fact that welfare projects, being specific services oriented, are more easily fulfilled than development projects which are abstract and often dif-fused.

The question then is this: Why have a number of projects not been able to fulfil their purpose? About an equal number of PICs gave one or the other of the following reasons:

Nature, basic amenities not provided, economic conditions, organisational short-comings, non-co-operation of people and/or people's organisation not formed.

b. Beneficiaries

The specific battery of questions put to the beneficiaries were:

- To what extent was the purpose of the project fulfilled?
- What was the main reason that the project failed to fulfil the purpose?
- Could this have been avoided? and
- In what way could it have been avoided?

On the basis of their answers to the first three questions a fulfilment score was completed. But first their responses to the basic questions above is presented and then the answers to the other questions.

Table 4.19: BENEFICIARIES BY PROJECT SECTOR AND EXTENT OF FUL-FILMENT (%s).

<i>Fulfilment</i>	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Completely	25	20	18	22
Great extent	52	53	49	52
Some extent	20	22	31	23
Not at all	33	4	2	3

We get a clearer picture when we combine the first two and last two categories of extent of fulfilment.

	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Completely and great extent	77	73	67	74
Some extent and not at all	23	26	33	26

It is now clear that as one moves from the welfare to the development projects there is a decrease in percentage of beneficiaries who reported that their projects had fulfilled their objectives to a great extent or completely. This is not an unexpected but a realistic assessment. For welfare projects are by their nature specific and tangible, the development projects are intangible and almost 'never ending'.

A sizeable 26 percent of the beneficiaries felt that the projects had fulfilled their aims only partially or not at all. The question is what is the reason they attributed for this:

Table 4.20: REASONS PROJECTS NOT FULFILLED/TO SOME EXTENT (%s).

	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>
Not applicable	79	75	68
Inadequate planning	8	10	5
Financial constraints	1	3	3
Problems with PIC	1	2	1
Outside interference/non co-operation of Govt. Officials	2	2	0
Non co-operation/disagreement of people	6	8	17

In so far as welfare and productive projects were concerned, its beneficiaries felt it was due to:

a) inadequate planning followed by non co-operation among people. According to beneficiaries of development projects non co-operation was the most important reason, and only to a much lower extent inadequate planning.

They were then asked in what way the non-fulfilment of the purpose of the project could have been avoided. A scrutiny of the answers indicated that their responses could be classified into seven categories. The distributions of responses is given below:

1. *Basic Amenities:*

- Build hospitals
- Dispensary facilities very limited
- Need for sufficient water/wells/pumps etc.
- By providing facilities
- Concentrate on primary needs

Number
127

- Provide drinking water
- Get electricity
- Build more units
- Give free medicines

2. *Programme Oriented:*

97

- By proper planning/organisation/implementation
- Having better administration/supervision
- Programmes should be of longer duration
- Other projects should have been taken
- Provide facilities for maintenance of projects
- Programmes thought to be only for poor.

3. *People Oriented:*

226

- All to be treated equally
- Non co-operation from group and people
- People must consult each other
- Get co-operation from people
- By creating confidence/faith in people
- Unity among people necessary
- Give awareness/motivate/educate people
- Explaining/discussing prog. with people
- Organise people around issues/problems
- People should fight for their rights
- Supervision by village leaders
- Lay people should take the lead

4. *Economic Oriented:*

41

- If bank interests are low
- If costs of spare parts are low
- Introduce some help
- Provide job opportunities
- By giving some help
- Provide more goats/maintenance of animals/loans
- Provide daily wages
- Export to foreign countries
- Employ local people in projects
- Develop agriculture.

5. *Personnel Oriented:*

- Train people
- Provide training
- Appoint/train skilled instructors

— give good salaries	
— Not transferring Project Holder/Project worker	
— PIC selfish/misuse of funds	
— Project Holder to be faithful to prog.	
6. <i>Agency Oriented:</i>	114
— If Govt. authorities co-operate	
— Help from Govt./Panchayat	
— Pvt. agencies to work local Govt.	
7. <i>Miscellaneous:</i>	11
— Avoid political interference	
— Fight against alcoholism	
— Regularity of students	
— If all were educated.	
TOTAL	656

Table 4.21: **BENEFICIARIES BY PROJECT SECTOR AND FULFILMENT OF PROJECTS (%s).**

Score	Welfare	Productive	Development	All
Low	4	2	1	3
Moderate	86	84	73	82
High	4	5	7	5
V.High	7	9	18	10

The vast majority rated the outcome as moderate. But going a little further into the details of trend it would seem that the beneficiaries of development projects had the most favourable assessment of their project. The beneficiaries of welfare projects had the least favourable assessment. This should not come as a complete surprise because, by and large, people are able to assess concrete, physical components and projects more critically than they can abstract intangible non-material components. In the latter case it is a question of assessing feelings of achievement or fulfilment.

2. Long Term Purpose of Projects

The PICs were asked to indicate what were the long term goals of the project. Of the 31 as many as 27 or nearly nine percent of them did not respond. Another 110 (35 percent) said that the long term objectives were to provide welfare facilities. A similar 35 percent emphasised the productive aspect. The remaining 67 or 21 percent said that the long term objectives were development oriented.

An attempt was made to find out whether the current objectives and the long term goals were interrelated. There are two ways in which one could do this. First, one may see the long term objective as a reiteration of the current objectives. Alternatively one could view the immediate objective as a stepping stone towards a larger goal. In this would be the projects-in-charge whose immediate objective would be welfare, but they would introduce into this some provision for increased participation

of the target group and slowly and steadily convert it into a development project. Given this understanding let us look at the results.

Table 4.22: **PROJECTS' CURRENT AND LONG TERM PURPOSE (%s)**

<i>Current Purpose</i>	<i>Long Term Goals</i>		
	<i>Welfare</i>	<i>Productive</i>	<i>Development</i>
Welfare	72	24	4
Productive	23	62	15
Development	28	15	57

There is an association between the current and long term purposes of the projects. Essentially nearly 65 percent of the projects-in-charge intended the long term goals to be an extension of the immediate objective of their project.

Another 9 percent proposed to move towards increased people's involvement. Operationally and developmental ingredients, and productive projects would incorporate development aspects .

It would be a little more difficult to interpret the shift of about 166 persons of the projects-in-charge in a counter direction, that is productive projects moving into a welfare orientation, or development projects becoming welfare or productive oriented. One probable explanation would be that quite a few projects-in-charge saw no major difference between welfare and productive projects.

3. Future Plans

The projects-in-charge were requested to state, in the light of the experience with their project, whether or not they were interested in further extending it. A very high 82 percent answered in the affirmative, and just 18 percent said they had no such intention.

Why did this 18 percent decide to end their project? The various reasons offered by them are listed below:

1. No scope of extending the project
2. The existing tank is small and cannot contain more water
3. Sufficient (no need of more projects)
4. Un-economical to appoint teachers for each trade
5. Marketing problem of milk
6. Lack/shortage of funds
7. Digging of wells more expensive than bore-wells
8. Have other projects/projects to attend to
9. Lack of personnel/trained staff

Before we return to those who were interested to extend their projects let us review the responses from the view point of the different sectors.

		<i>Welfare</i>	<i>Productive</i>	<i>Development</i>	<i>All</i>
Yes	Yes	72	68	87	82
No	No	28	11	13	18

It is more the welfare projects, rather than the productive and development, that were interested to complete and close their projects.

This is quite possible when the welfare project is for a specific purpose and is time bound, eg. creating of physical facilities like water supply, making roads etc which are specific, unitary, one time activities.

Having established that the vast majority of projects-in-charge, intended to extend their projects, they were requested to indicate in what way they would be interested in further extending their projects and the strategy to implement it. The following list indicates the way in which they intended to do so.

	<i>Number</i>	<i>Percentage</i>
— extending or expanding the present facilities to more people	72	28
— provide basic amenities to people	54	21
— conducting vocational training to acquire skill or trade	31	12
— Increase economic betterment facilities or services like buying more cows, seeking additional grants providing loans etc.	60	23
— acquire and provide more/better health facilities or services	10	34
— educating people or building up people's organisation through animation/adult education	31	12

The strategy that they would employ in extending the projects are the following

	<i>Number</i>	<i>Percentage</i>
— provide or build up infra-structure	73	23
— seek financial/material aid	68	22
— seek advice/knowledge/influential people	16	5
— educate/train people to take over or run projects	85	27

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DEVII

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SECTION THREE

IMAGE OF CARITAS INDIA

Though the question of what the projects in charge thought of Caritas India is not a direct outcome or immediately related to the project that they were in charge of, yet it was felt necessary to ascertain their image of Caritas India for two reasons: First, their impressions would help Caritas India to review its image and introduce such changes in its style of operation as are necessary to strengthen its role as a co-partner in the development.

Secondly, to the extent that the image is a negative or unfavourable one, the PICs who had the negative images may not be willing to interact with Caritas India in the future unless the organisation corrects its faults.

To this end, all projects in charge were asked:

1. What their experience was with Caritas Head Office, and
2. What their experience was with Caritas Regional Officers.

The vast majority of PICs reported a favourable image of Caritas India Head Office (89 percent), and of the Caritas Regional Officers (86 percent). To know the basis on which they had a favourable or an unfavourable image, they were asked to relate their experience. Their responses were summarized and are now presented.

<i>Favourable to Caritas India</i>	<i>Number</i>	<i>Percentage</i>
C.I. gives timely assistance/prompt/considerate in helping	66	21
C.I. has confidence in PIC/makes inquiries	8	3
C.I. helped by giving grants/additional funds	46	15
C.I. serving the poor/helping us to serve the poor/understand the problems/try to solve them	41	13
C.I. understands need for training social workers/judgement in project selection good	12	4
Good relations between head office and diocesan organisations	2	1
C.I. helpful in providing Material aid (food, furniture etc.)	3	1
C.I. provides ideological and financial support	2	1
C.I. provides motivation for dev. prog.	4	1
C.I. support for training prog. good	1	0
C.I. provide good guidance /information/very co-operative with technical guidance	43	14
C.I. very helpful in starting/implementing the projects	7	2
Provides help and advice to organise people	2	1
Helped in rehabilitation of refugees/gave full co-operation for extension of project	2	1

Caritas India approved projects	22	7
Studying the need & place of people/ Caritas India approves project	1	0

These can be summarised as follows:

	<i>Number</i>	<i>Percentage</i>
Timely assistance	130	41
Confidence in PICs	17	5
Grants/helpful	49	16
Serving poor	43	14
Training oriented	62	20

Caritas India being a funding organisation has provided timely assistance to projects and this has been appreciated by the projects in charge. At the same time the PICs have recognised the thrust of Caritas India which has provided training, animation and motivation.

<i>Unfavourable to Caritas India</i>	<i>Number</i>	<i>Percentage</i>
Caritas India not helpful/non co-operative	11	3
No/less effort to understand people by Caritas India	3	1
Caritas India does not understand needs/ problems/forces implementation of own scheme/ does not immediately sanction grants/ discontinues projects without sufficient reasons/partly satisfactory/helps regions that are self-sufficient/delays in funding/ too many formalities dealing with Caritas India	8	3
Caritas India does not send personnel to evaluate projects	2	1
Caritas India negligent in sending replies	3	1

Regarding the unfavourable views there seems to be gap between Caritas India and the PICs, with each pursuing their task without interacting with each other.

<i>Favourable to Caritas Regional Officers</i>	<i>Number</i>	<i>Percentage</i>
Studied the project and made valuable suggestions	31	10
Caritas regional officer faithful in discharging his duty	5	2
Caritas regional officer tried to understand the problems and difficulties	22	7
Caritas regional officer extended better co-operation /quite accomodating	2	1
Frank and healthy relationship with CRO	7	2
CRO provides advice and help to organise	22	7
Prompt and necessary action by CRO	29	9
Assisted in planning/evaluating/training/ discussion	13	4
CRO made sustained efforts to follow up prog.	2	1

Helped PIC to see Caritas view point	3	1
Helped by obtaining funds/grants	2	1
CRO helping the poor and needy/solving communication problems	2	1

The PICs have in different ways appreciated the contribution, support and meaningful interaction between Caritas Regional Officers and themselves.

<i>Unfavourable to C.I. Regional Officers</i>	<i>Number</i>	<i>Percentage</i>
No/not much contact with CRO	4	1
Lack of interest on CRO's part	3	1
No response to letters from CRO/ avoided visits & evaluation of projects	4	1
No guidance from CRO/delay in getting projects approved/not co-operative/ Caritas India is a rotten organisation	4	1

The unfavourable views which are a few and far between have lamented the situation where the above positive interactions have been absent.

CHAPTER FIVE

TOWARDS INTEGRATED HUMAN DEVELOPMENT

A. THE STUDY.

The major objectives of this three phased study were:

- a) to trace the history of Caritas India from 1962 when it was created, to 1986 the Silver Jubilee Year, and specifically to identify the changing thrusts of the organisation over the years;
- b) to quantitatively analyse the trend in the funding of projects during these twenty five years in order to ascertain the extent to which there is historical evidence that the funding of projects has been in consonance with the changing thrust of the organisation.

This purpose was fulfilled through an analysis of the files of the total of seven thousand odd projects funded through these years; and

- c) to undertake an empirical study of a representative sample of projects that were funded during the years 1983 to 1986. the 'development phase' of Caritas India to assess the empirical evidence to indicate whether the projects had laid the foundation for human development thrust of Caritas India in the years to come. To this end a sample of 316 projects were selected from across the country and all the projects-in-charge, 5518 beneficiaries and 1220 non-beneficiaries were interviewed to obtain their perceptions on different aspects of the projects.

This chapter now draws together the major findings of the study pertaining to the above three objectives in order to identify the general direction in which the findings point. Based on the conclusions, as reflected by the pointers, appropriate recommendations have drawn up for critical consideration by the sponsors of the study — The Governing Board of Caritas India.

B. CONCLUSIONS

CONCLUSION ONE: THE HISTORY OF CARITAS INDIA POINTS TO A CHANGE IN ITS THINKING WHICH IS REFLECTED BY ITS SHIFT IN EMPHASIS FROM THE CHARITY MODEL OF PROJECT FUNDING TO THE DEVELOPMENT MODEL OF EMPOWERING PEOPLE TO DETERMINE FOR THEMSELVES THEIR OWN DESTINY.

In 1960, the CBCI decided to establish the Catholic Charities India to alleviate "human suffering and misery and to better the living conditions of the under privileged". This was sought to be done through financial support to relief and rehabilitation and welfare and productive projects being undertaken by different dioceses in India.

The Vatican II decisions and recommendations, the encyclical *Populorum Progressio*, the thinking on community development model, the Latin America

experiences, Paulo Freirian thinking and the increasing use of Social Analysis, the dissatisfaction with the traditional charity model, the establishment of the Project Selection Committee, all these and other factors exerted their collective influence and brought about a change in the thinking of Caritas India. This thinking was reflected in the articles and periodicals brought out by it and in due course of time it developed a high degree of confidence and expertise. Thus Caritas India began presenting a new image of itself as being an organisation that had taken the plunge into development, and had acquired competence and expertise in the field like other organisations, eg. (Misereor) which had already established itself as development oriented funding agencies.

Operationally, Caritas India initiated the move from its traditional time-tested position of being a passive distributor of funds for charity and welfare works to becoming actively involved in the development thrust.

The period 1983 onwards also called the development phase, is characterised by the culmination of the thoughts, ideas and plans being translated into action to enter into integrated human development by helping the people through a process of empowerment to move from a state of dependency to a position of independence leading to the formation of people's organisations and resulting in self determination culminating in Integrated Human Development.

CONCLUSION TWO: OVER THE 25 YEARS DEVELOPMENT PROJECTS HAD INCREASED SIXFOLD, WELFARE AND PRODUCTIVE PROJECTS HAD DECREASED BY ONE THIRD TO ONE HALF, AND RELIEF AND REHABILITATION HAD MOVED UP THREEFOLD.

During the 25 year period Caritas India sanctioned a total of 7348 projects accounting for Rupees thirty eight crores, forty four lakhs and fifty eight thousands. Relief projects accounted for 20 percent of the total, welfare and productive projects made up 34 percent each, while development projects accounted for just 12 percent of the total. Looking at the fund allocations, there was no relation between sectors, and funds. The relief sector accounted for the single largest amount of project funds development received the least, and the productive sector was slightly better placed than the welfare sector. The reason that the relief sector received the largest proportion of funds is that relief works cannot be budgetted for as the extent of destruction wrought about by calamities cannot be anticipated. Development projects, on the other hand, do not require substantial funds as they are mainly concerned with animation and the process of empowerment of people. By the period 1983-86 the development phase, funding of welfare and productive projects declined to the extent of 50 percent and 33 percent respectively. While relief projects increased three-fold, development projects moved up sixfold — a clear option in favour of development in keeping with the new thrust and vision of Caritas India.

The historical evidence undoubtedly confirm that the option taken by Caritas India has been towards development and the empowerment of people.

CONCLUSION THREE: WHILE CARITAS INDIA IS NOW DEVELOPMENT ORIENTED IT IS AT THE SAME TIME NOT ANTI-WELFARE.

Caritas India has not been "forcing" development projects on the different dioceses. All along, the main thrust was that "free aid" was not the best way to help communities, that such aid should not be given. But Caritas India was incorporating a contradiction — saying "no free aid" and yet giving free aid. It was necessary to overcome this contradiction and to resolve it within the organisation to gain credibility. Today, however, with its new vision and thrust towards development, animation and training of people, Caritas India has made a shift in relief and rehabilitation projects towards long term ecology based community building that enshrines within it the empowerment of people to determine their own destiny. Today community organisation has an over riding priority over charity, welfare and productive oriented projects.

CONCLUSION FOUR: THE PROJECTS-IN-CHARGE, AND BENEFICIARIES HAVE MOVED FROM A MAGICAL AND NAIVE TO CRITICAL CONSCIOUSNESS.

Over two-third of the projects-in-charge, half the beneficiaries and a majority of non-beneficiaries had a high to very high level of consciousness regarding the situation prevailing in their community. In terms of Paulo Freirian classification it would mean that the people had a high 'naive' to 'critical' consciousness.

CONCLUSION FIVE: PEOPLE ARE MOVING FROM A RECIPIENT STATUS TO INCREASED PARTICIPATION IN PROJECTS AND ORGANISING THEMSELVES FOR EMPOWERMENT AND SELF DETERMINATION.

There was moderate participation by people in the projects. Undoubtedly, people's participation increased as one moves from welfare projects to development projects.

CONCLUSION SIX: PEOPLE ARE IN A FAIRLY HIGH STATE OF "PREPAREDNESS" FOR MOVING FROM A POSITION OF DEPENDENCY TO A POSITION OF INDEPENDENCE RESULTING IN SELF-DETERMINATION.

This is quite evident from conclusion four and five above.

A little over 2/3rd of the projects-in-charge said that their project had paved the way of people's organisations, and slightly less than half the beneficiaries and non-beneficiaries agreed that people's organisations had been formed.

CONCLUSION SEVEN: PROJECTS-IN-CHARGE MOVING FROM A WELFARE ORIENTATION TOWARDS A DEVELOPMENT THRUST.

One in every four projects-in-charge was development oriented. However on closer scrutiny we find that of these projects-in-charge who were development oriented about 50 percent were engaged in welfare or productive projects. This would mean a reasonably high potentiality and possibility of the projects of such projects-in-charge being gradually "converted" into development projects whereby the people take over the reins and steer towards their own betterment.

While such a scenario is heartening, one also sees that one in every five projects-in-charge who was welfare oriented stated that he or she was engaged in development work. From a positive viewpoint one would interpret this to imply that 20 percent of the projects-in-charge while being welfare oriented were prepared to enter the development arena and be involved in development projects.

CONCLUSION EIGHT: DEFINITIVE MOVEMENT OF PROJECTS-IN-CHARGE TOWARDS DEVELOPMENT PROJECTS IS SLOW BUT CERTAIN.

Of those currently involved in welfare projects, just around 28 percent of the projects-in-charge were keen on moving on to productive and development projects. One in every four engaged in productive project preferred to move into development project. The majority of those engaged in development projects wanted to continue with such projects.

C. RECOMMENDATIONS

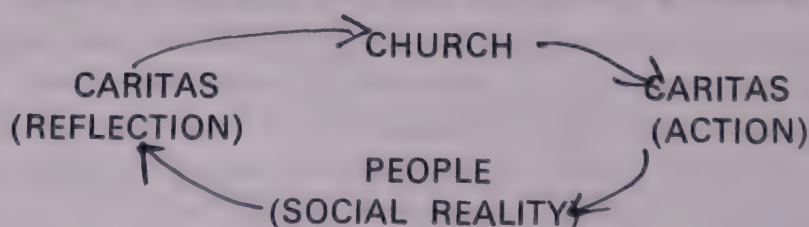
The crucial question that Caritas India must now address itself to is: **What will be its response today and for the years to come?** This brings us to some of the pointers for the future.

1. CARITAS INDIA AND THE CHURCH IN INDIA.

IT IS RECOMMENDED THAT:

Caritas India should:

- a. Animate the different church organisations to build up their awareness through a scientific, systematic, objective social analysis of the reality in which the Church is situated and called upon to respond.
- b. Impart training to members of Church organisations including Standing Committee of CBCI, Caritas India's Governing Board, and Regional Bishops' Conference to enable them to develop skills in social analysis, thus helping the Church to be relevant and alert to situations that it has to respond to.
- c. Collect, collate, analyse information at field level, develop alternate scenarios of field situations across the nation for presentation to Church organisations for evolving meaningful social policies and in turn translate policies into appropriate actions. In order to fulfil its new role the following system is recommended.



IT IS FURTHER RECOMMENDED THAT:

In order to elicit the best results the above mentioned functions should be the prime responsibility of the top Executives of Caritas India.

2. CARITAS AND CLIENT ORGANISATIONS (Regional Forums, Diocesan Social Service Societies, Actions Groups).

IT IS RECOMMENDED THAT:

Caritas India:

- a. animate and train Regional Forum personnel who will in turn animate and train Diocesan Social Service Societies' staff.

- b. help client organisations to develop skills in social analysis to enable them to undertake periodical scientific analysis and systematic understanding of the reality within their jurisdiction and to develop appropriate policies and projects.
- c. provide consultancy and counselling services, Regional Forum, Diocesan Social Service Societies, Action Groups in the running of projects and especially in overcoming hurdles in moving projects in a desired direction.
- d. offer guidance in improved administration and increase efficiency and effectiveness of operation.

IT IS ALSO RECOMMENDED THAT:

Caritas India must be a platform or a facilitator to enable Diocesan Social Service Societies, Non-Government organisations to come together, and also enable micro-organisations to link together.

IT IS FURTHER RECOMMENDED THAT:

In order to increase professionalisation and efficiency of Caritas India the above mentioned function be undertaken by Caritas India officers under the general guidance of the top executives of the organisation.

3. *WITHIN CARITAS INDIA*

IT IS RECOMMENDED THAT CARITAS INDIA:

- a. provide training to its technical staff in social analysis based on data flowing into Caritas Office from the field (Caritas Regional Officers, Diocesan Social Service Society, Regional Forums etc).
- b. train its Caritas Regional Officers to make social analysis of their respective regions and develop alternate scenarios of the region and feed the head office with their insights, use the same to evaluate the appropriateness of projects applied for and make suitable recommendations.
- c. create an efficient and effective recording and reporting system in the pre-funding and post-funding departments.
- d. Create an effective interacting mechanism with the Project Selection Committee to enable the:
 - i) Pre-funding Group to sharpen their briefs presented to Project Selection Committee
 - ii) Post-funding group to give feed back to Project Selection Committee on state of art and assessment of funded projects, thus enabling Project Selection Committee to further improve the quality of its decision making process.
 - iii) Caritas Regional Officers to be more punctual and precise in their reporting and assessment of projects.
- e. impart appropriate knowledge and skills to staff in consultancy and counselling of clients including organisations and financial management.

- f. with the accumulation of knowledge and expertise build up theory or alternate theories of development and more specifically on intervention techniques for increasing people's participation, federalisation of groups etc.

4. CARITAS AND OTHER FUNDING ORGANISATIONS

IT IS RECOMMENDED THAT:

Caritas India provides a clear thrust in the direction of integrated human development and help in evolving strategies for operationalising this and to this end create linkage with other funding agencies.

TO CONCLUDE:

Given the fact that Caritas India is stepping into the future and has a target population of about 800 millions living in abject poverty and in the hope of having a brighter future it must develop a technology of service which would ensure that increasing benefits at reducing costs through the services that it would be offering in years to come. It must enable the Church to realise (make real) the cherished dream of the founding fathers of the Nation which are enshrined and embodied in the Constitution.

It must become truly secular (stress on the Human) reaching out to the poor-irrespective of their caste and creed, religion and denomination.

In short: The overall vision is to lead Caritas India to a position wherein it helps usher in a movement towards Integrated Human Development — of all humans irrespective of religion and castes, irrespective of status and power, and in respect of all dimensions of human life — social, economic, political, ideological, cultural and communities and self.

